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IRO [International Refugee Organisation] - Intergovernmental Committee on Refugees 1943-1946

DEPARTMENT OF IMMIGRATION.
(Central Office.)

File No. **62/** 67352

SUBJECT: IRO – INTERGOVERNMENTAL COMMITTEE ON REFUGEES

1943 – 1946

DISPOSAL ACTION.
14/13·3·2
RP

Former Papers on.

EACH OFFICER TO **ENTER** INITIALS **WHEN** CLEARING **FOLIO.**
SENDING OFFICER MUST NOT INITIAL HIS OUTWARD ENTRY.

Later Papers on.

Folio No. (1)	Referred to and Date. (2)	Clearing Officer's Initials and Date. (3)	Folio No. (1)	Referred to and Date. (2)	Clearing Officer's Initials and Date. (3)	Folio No. (1)	Referred to and Date. (2)	Clearing Officer's Initials and Date. (3)
✓	P.A.	6/6/66						
	Research 30/11/66	7/11/66						
	D/A							
	Correspondence 14/6	23/6						
	P.A. 23/6							
	AGREEMENTS	20/10/72						
	DIA							
	Reg/Miriam	17/9/84						
	PA	8/3/93						

INSTRUCTIONS.

(1) In Column (1) above, the folio on which action is required will be indicated, Column (2) will indicate to whom the file is to be referred and the date.
(2) When a folio is cleared, the officer dealing with the file will place his initials in Column (3) and indicate on **next** vacant line to whom the file is to be referred and the date.
(3) All entries should be entered in ink.

File No. **62/** 67352

03/61....

By Authority: A. J. ARTHUR, C'wealth Govt. Printer, Canberra.

X—INDEXED UNDER .....

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DEPARTMENT OF IMMIGRATION & ETHNIC AFFAIRS

Form M.278(11-79)8

request for

archival file ☐
selection document ☐
x-ray ☐

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A446

ARCHIVAL FILE

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62.67352		

SELECTION DOCUMENT Number	FAMILY NAME	CHRISTIAN OR GIVEN NAMES	DATE OF BIRTH
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	on; / /19	on; / /19

X-RAY

X-Ray Number	Family Name	Christian or Given Names	File Number
			/

NAME OF REQUESTING OFFICER	BRANCH/SECTION	LOCATION	EXTENSION	DATE OF REQUEST
MIRIAM				13/9/1984

OTHER INSTRUCTIONS

GJ

16th May, 1947.

The Secretary,
Department of External Affairs,
(External Communications),
CANBERRA, A.C.T.

Will you kindly arrange for a cablegram in the following terms to be forwarded to the High Commissioner's Office, London:

"Your 1642. In view Peters' departure please arrange for Nulty act as Commonwealth representative Inter-governmental Committee Session."

for.
T.H.E.Heyes
Secretary

Cables Section
advised that our memo. dated 6th May was not received by them until Friday 9th May, when cable was despatched. It was mentioned that communications from this Dept. are recd through telegraphic late from Post Office & there is delay in receipt. Apparently there was also delay in transmission & cable as Nulty was despatched on 9th & should have reached London not later than 10th (Saturday).

Note date on Cable - 5th.

R.S. 31/2/47

File 31/2/47

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

LM/FF

I.9690
XB0051
Dated 13th May 1947
1735
Recd. 14th May 1947
1.30 p.m.

DECYPHER FROM:

The High Commissioner's Office,
LONDON.

1642.

Your 1871. Peters left London yesterday for Poole to join flying boat to Australia. Your telegram arrived after he had left Australia House yesterday preparatory to departure and it was not possible to contact him until approximately one hour before time for departure from airways terminal. Aliways authorities objected to cancelling passage at such short notice unless they could find a substitute. This they endeavoured to do in time available without success. In all the circumstances it was felt that Peters should continue with his passage to Australia.

Immigration
E.A. (UN46/ESC/7/5)

14th May 1947

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

CABLEGRAM.

DEPARTMENT OF IMM.
No. 46/1/2456

/HM
DECYPHER TO -
THE HIGH COMMISSIONER'S
OFFICE,
LONDON :

O.7289
Dated 5th May, 1947.

1871.

Your 1456.

Minister for Immigration desires Peters attend plenary session of Inter-Governmental Committee as Australian delegate.

DEPT. OF IMMIGRATION
13 MAY 1947
RECEIVED

Immigration
E.A.(UN 46/ESC/7/5

12th May, 1947.

DEPARTMENT OF IMMIGRATION
No. 46/1/2456

GJ

6th May, 1947.

R/S 13/5

The Secretary,
Department of External Affairs,
(External Communications),
CANBERRA, A.C.T.

Will you please arrange for a cable in the following terms to be sent to the High Commissioner's Office, London:-

"Your 1456. Minister desires Peters attend plenary session Intergovernmental Committee as Australian delegate."

T.H.E.Heyes
Secretary

DEPT. OF IMMIGRATION
7 MAY 1947
RECEIVED

pw file

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

CABLEGRAM.

SECRET.

JEO.BL

I.8653
XBO 14
Dated 28th April, 1947
1618
Rec'd 29th April, 1947
4.30 a.m.

DECYPHER FROM -

High Commissioner's Office,
LONDON

1456. Dntergovernmental Committee on refugees in accordance with Article V(3) of its rules advises that executive Committee has decided that a special plenary session of I.G.C. be held in London on 30th May to consider matters arising out of transfer of activities from I.G.C. to I.R.O and any other matters arising out of meeting of preparatory Commission of I.R.O in Lausanne on 1st May.

I.G.C. requests Australian Government to appoint a delegate and if it so desires a substitute delegate.

Agenda and further information re the session are promised later.

MIN. & DEPT. IMMIGRATION
" " E.A.

29-4-47.

DEPT. OF IMMIGRATION
-8 MAY 1947
RECEIVED

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

JHP/PA

I.6129
DATED: 20th March, 1947.
1633
REC'D: 21st March, 1947.
7.30 a.m.

DEPARTMENT OF IMMIGRATION
No. 46/1/2456

DECODE FROM:
HIGH COMMISSIONER'S OFFICE,
LONDON.

1051. Your telegram 6874, Inter-Governmental Committee on refugees are asking if payment of Australia's contribution of £1713.10.- (sterling) to Administrative Expenditure Committee for the first half of the present year could be expedited. Please instruct.

Treasury (attn.)
Immigration
Dept. E. A.
21.3.47.

13/5/47
25/2/47

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

DEPARTMENT OF IMMIGRATION
No. 47/3/2456

/LB. O. 2414.

DECYPHER TO: Sent: 14th February, 1947.

THE HIGH COMMISSIONER'S OFFICE,
LONDON.

672.

The question of payment of operational expenses of Inter-governmental Committee on Refugees is still under consideration. You will be advised immediately decision is made.

Treasury.

Immigration.

14th February. 1947.

DEPT. OF IMMIGRATION
17 FEB 1947
RECEIVED

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

/LB.

O. 2414.

DECYPHER TO:

Sent: 14th February, 1947.

THE HIGH COMMISSIONER'S OFFICE,
L O N D O N.

672.

The question of payment of operational expenses of Inter-governmental Committee on Refugees is still under consideration. You will be advised immediately decision is made.

Treasury.

Immigration.

14th February. 1947.

46/1/2456.

DEPARTMENT OF EXTERNAL AFFAIRS,

CANBERRA.

In reply quote No.

11th February, 1947.

MEMORANDUM TO -

The Secretary,
Department of Immigration,
CANBERRA. A.C.T.

Inter-Governmental Committee on Refugees

Enclosed herewith for your information is the Report prepared by the Australian representative on the Sixth Plenary Session of the Inter-Governmental Committee on Refugees. Also enclosed is a copy of a letter from the Director of the Committee to the Australian High Commissioner in London concerning Australia's contribution to the operational expenses of the Committee.

2. The financial question has been referred to the Department of the Treasury for decision.

H.E. Dunk
Secretary.

For Ministers information
This Session was mainly concerned with budget and finance but it was arranged for Mr Nulty to attend as adviser in case any matters arose concerning immigration policy.

J.1616

13/2/47

14.2.47.

Australia

United Nations

ECONOMIC AND SOCIAL COUNCIL

Nations Unies

CONSEIL ECONOMIQUE ET SOCIAL

LONDON
~~E/REF/FACT-FINDING/11/Rev.1~~
14 May 1946

~~ORIGINAL: ENGLISH~~

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS.

FACT-FINDING SUB-COMMITTEE

STATEMENT OF THE DELEGATE FOR AUSTRALIA CONCERNING PARAGRAPH (d) OF THE TERMS OF REFERENCE.

The Australian Government have been ever ready to recognize their responsibilities in respect of the needs of refugees and are sympathetic in their consideration of the problems associated with displaced persons generally.

At the Evian Conference in 1938, Australia agreed to accept a quota of refugees from Europe and until the inflow was stopped by the outbreak of war, approximately 7,000 refugees had been granted asylum in our country.

Encouraged largely by a declaration of the Government's policy on naturalization, the refugees who entered Australia in the years immediately preceding the commencement of hostilities have been almost entirely absorbed into the community. As a result of this settlement, numbers of applications have been lodged for the admission of close relatives now in European countries, who come within the categories of displaced persons and refugees. Permits have already been issued in respect of approximately 4,000 nominees in these classes.

Although few, if any, of the nominees will be able to obtain transport to Australia within the next 12 months, it is evident, nevertheless, that Australia is already making a practical contribution to the re-settlement of these people.

The Australian Government have decided to embark on a vigorous

migration scheme. A target figure of 70,000 migrants a year has been set and it is intended that a proportion of other than British subjects will be included in the scheme. It will not be practicable however, for selected migrants to travel to Australia until our obligations to those people who are entitled to rank for priority have been met, and shipping has been restored to near-normal. It will be upwards perhaps, of two years, before the way is clear to facilitate the transport and entry of non-British Europeans to Australia.

The economic situation in Australia must also be considered before any large-scale immigration plan can be put into operation. It is essential that Australian ex-Servicemen and women and those who were engaged in war-time activities should be satisfactorily re-habilitated before new settlers are encouraged. The lag in national housing must also be overtaken and additional houses provided to meet the demands of the increasing population.

Australia is a country requiring a much larger population and new healthy citizens, determined to become good Australians by adoption, will be welcomed. The Australian Government will not however, initiate any large-scale plan of immigration unless it is possible, within reasonable limits to ensure the economic future of intending migrants, and to meet the obligations to our community as outlined in the preceding paragraph.

I assure you that the Australian Government are mindful of their obligations to approach this subject from a humanitarian point of view, and will never be found lacking in this respect. The Government are fully appreciative also of the needs of these people.

For the present however, it is regretted that we are not in a position to indicate what proportion of the total number of refugees we would be prepared to accept as new settlers in our country. Apart from the considerations outlined above, we would require information as to the approximate numbers of these people; their location; state of health; occupation; age groups etc., so that we could assess their suitability for settlement in Australia, having in mind the standard of living which we would wish them to share with our own people.

In the meantime, Australia will co-operate with any agency which is set up to handle the question of refugees and displaced persons and will, within the limitations stated, carefully examine specific proposals for resettlement, which the agency may put forward.

United Nations

ECONOMIC AND SOCIAL COUNCIL

Nations Unies

CONSEIL ECONOMIQUE ET SOCIAL

LONDON
E/REF/FACT-FINDING 11/Add.1
13 May 1946

ORIGINAL: ENGLISH

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

FACT-FINDING SUB-COMMITTEE

STATEMENT OF THE DELEGATE FOR AUSTRALIA CONCERNING PARAGRAPH (d) OF THE TERMS OF REFERENCE

The Australian Delegation wishes to add the following paragraph to its statement (Document No. E/REF/FACT-FINDING/11):

"In the meantime, Australia will co-operate with any agency which is set up to handle the question of refugees and displaced persons and will, within the limitations stated, carefully examine specific proposals for resettlement, which the agency may put forward."

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

I. 29703.

Sub-Committee will report to full on Friday morning.

If this report is formally moved for acceptance Australian Delegate on present instructions will then formally move proposal for deferment. Doubtful, however, whether there will by then be any change in present attitude of majority of Members.

Immigration (46/1/2456)
External Affairs.
Treasury.

19th December, 1946.

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

CABLEGRAM. SECRET.

No. 46/1/2456

NON/HE. 5337.

I. 29703.
XB0087/V
Dated 18th December, 1946.
2340.
Received 19th December, 1946.
11.46 am.

DECYPHER FROM:

HIGH COMMISSIONER'S OFFICE
LONDON.

6872.

IMMEDIATE

Your 6772 Refugees.

Operational Costs. Item 8 came before Committee today. Australian proposal to defer consideration of revision of financial regulation IV(B) received no support except from Czechoslovakia.

Arguments used in favour of deferment were

(A) Regulation had been in existence a number of years.

(B) We were now on eve of dissolution of I.G.C.

(C) Estimates of expenditure by I.G.C. for first 6 months of 1947 as set out on page 7 of Document IC/PL/VI(6) were largely theoretical as doubtful whether any substantial part of items (V) (VI) and (VII) on that page could be expanded by I.G.C. during its remaining life. Burden which United Kingdom, United States of America and voluntarily contributing Governments would continue to bear if financial regulation IV(B) not now revised would be nothing like what figures on Page 8 of Document referred to at first sight indicated. It was emphasised that all we were proposing was deferment of consideration of question pending establishment of I.R.O.

United Kingdom and United States of America strongly pressed for revision now and United Kingdom went so far as to say that if revision not carried United Kingdom would not continue to contribute anything to I.G.C.

New Zealand Delegate stated on authority of his Government that if revision carried New Zealand would bear its share although he considered estimates themselves needed close examination.

Present indications are that there is a large majority who are prepared to vote for revision of regulation now. Trouble is that many Delegates seem to be taking easy course of silence in view of Article I(4) of Rules of I.G.C. under which no act of Committee is binding on Governments.

Had Australian proposal been formally moved today it is certain it would have been heavily defeated. Australian Delegate therefore refrained from voting against United Kingdom proposal which unanimously carried to effect that a sub-Committee be set up to draft revision of financial regulation IV(B) and suggest scales of contribution. He said he refrained on understanding that establishment of sub-Committee did not imply acceptance at this stage by Committee of principle of revision.

DEPT. OF IMMIGRATION
20 DEC
RECEIVED

/Sub-Committee.....

CABLEGRAM.

IMMIGRATION

/HM
DECYPHER FROM -
THE HIGH COMMISSIONER'S
OFFICE,
LONDON :

I. 29909
XB 186
Dated 22nd December 1946
1150
Rec'd 23rd December 1946.
3 a.m.

6926.

My 6921 text of resolution begins -

I.G.C. having considered proposal United Kingdom and United States that operational expenditure should be shared equitably by all member Governments - resolves that -

Notwithstanding Article IV(b) of financial regulations Executive Committee shall arrange for immediate transmission of following recommendations to member Governments :-

(1) that operational expenditure shall be shared by members in accordance with scale to be fixed from time to time by Committee and to be known as the Inter-Governmental operational scale, subject to requirements of Constitutional procedure of each member and subject further to result of any negotiations undertaken at request of a member between executive Committee and such member with respect to amount and method of payment of its contributions during any particular period.

(2) that the initial scale shall be that set out in annex 1 of this resolution.

(3) that Budget of operational expenditure for first six months of 1947 shall be three millions the share of each member for first six months 1947 in accordance with the initial scale being as shown in annex 2 to this resolution, it being understood that no member shall be required to pay more than the amount assigned to it in this annex.

(4) that each member Government shall be requested to communicate to the Director not later than the 15/2/47 its intention , subject to the requirements of its constitutional procedure re its contribution towards the operational expenditure for the first six months of 1947.

Annex 1 and 2 when available will be forwarded.
Australias scale is 2.03.

Minister & Department E.A. (Attention)
" " Immigration
" " Treasury.
23rd December 1946

IMMIGRATION

CABLEGRAM.

MD:HP

I.29911
XB00182

DECYPHER FROM:

Dated: 22nd December, 1946.
1146

HIGH COMMISSIONER'S OFFICE,
LONDON.

Rec'd: 23rd December, 1946.
3.00 a.m.

6921. Inter-Governmental Committee.

Operational budget approved at figure three million pounds for period 1st January, 1947 to 30th June, 1947. The United Kingdom proposal to amend article IV(B) financial regulations replaced by a resolution quoted in my immediately following telegram. Resolution carried by 15 votes to 3 with 6 abstentions - Australia Czechoslovkia and Egypt voted against resolution. Australia also abstained from voting on operational budget.

In view terms of resolution did not consider it necessary to move formal motion for deferment pending establishment of I.R.O. but our position clearly defined in statement explaining Australian position and indicating that we would oppose resolution.

Min. & Dept. of Immigration.
" " " External Affairs.
Treasury

23rd December, 1946.

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

CABLEGRAM.

SECRET.

JEO/L[redacted]

O. 23717.

DECYPHER TO:

Date Sent: 19th December, 1946.
5.13P.M.

HIGH COMMISSIONER'S
OFFICE LONDON.

Immediate.
6874. Your 6833.

It is difficult to understand why there should be such a substantial increase in budget of Inter-Governmental Committee in view of its limited duration. You should draw attention to the limited duration of the Committee and the fact that the budget is only for a period of a few months with a view to its revision and reduction. However, if explanations made are satisfactory and increase is generally supported we shall accept Australia's commitment.

Treasury (Re Memo of 19.12.46.).
Immigration
External Affairs.

20.12.46.

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

SECRET.

CABLEGRAM.

PA

I.29739

DATED: 19th December, 1946.

1120

REC'D: 20th December, 1946.

FROM -

HIGH COMMISSIONER'S OFFICE,
LONDON.

C.248. My 6872. Refugees Operational cost.

Penultimate paragraph read "full committee on" etc.

Immigration (46/1/2456)
Dept. E.A.
Treasury.
20.12.46.

DEPARTMENT OF EXTERNAL AFFAIRS. IMMIGRATION.

CABLEGRAM.

SECRET.

NL/MP.

1.29554.
XB0021.

Decypher from:

Dated 17th December, 1946. 1125.
Rec'd 18th December, 1946. 0650.

The High Commissioner's Office,
LONDON.

6833. IMMEDIATE.

Your 6772. Intergovernmental Committee on Refugees. Have noted instructions re "revision of financial Regulation IV (B)" involving operational funds. It is evident, however, that Intergovernmental Committee will continue to function for few months pending the establishment of the International Refugee Organisation. Glad to receive your further instructions, therefore, as to acceptance of the draft administration budget which involves substantial increase in our contribution vide annex 'C' draft administration estimates forwarded my memorandum 3rd December.

External Affairs. ✓
Immigration (46/1/2456)
Treasury.

18th December, 1946.

Mr Coote
Fin assessments
D Mins
18/12/46

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

HE/FF

O.23336
Dated 12th Dec. 1946
4.0 p.m.

DECYPHER TO:

The Australian High Commissioner's Office,
LONDON.

6772. IMMEDIATE.

Intergovernmental Committee on Refugee 6th Plenary Session.

Your memorandum A46/1/278.

Please arrange for officer of High Commissioner's Office to attend session as Australian representative with Nulty as adviser.

2. With regard to item 8 on agenda "revision of financial regulation IV (b)" representatives should move that this question should be deferred pending the establishment of the International Refugee Organisation under United Nations. The Australian Government does not wish to undertake additional financial responsibility to Intergovernmental Committee which must necessarily be of limited duration in view of the coming into being of Refugee Organisation.

3. Any proposal to revise regulation IV (b) so as to provide for a payment of operational expenditure otherwise than at the discretion of individual Governments should be opposed.

E.A.
Immigration (46/1/2456)
Treasury

13th December 1946.

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

SECRET.

CABLEGRAM.

HE/FF

I.29221
XB00103
Dated 11th Dec. 1946
1820
Recd. 12th Dec. 1946
1.5 0 p.m.

DECYPHER FROM:

The External Affairs Officer,
LONDON.

723. Immediate. Inter-Governmental Committee on Refugees.

Please see High Commissioner's telegram 6636 of 2nd December and earlier correspondence between Australia House and Department of Immigration. In view of iminent opening of Conference on 16th December Inter Governmental Committee is enquiring urgently regarding Australia representation. Please advise.

E.A. (attn)
Immigration (re 46/1/2456)

Ext. Affs
Sent Cablegram
yesterday
13/12/46

46/1/2456

GJ

11th December, 1946.

The Secretary,
Department of External Affairs,
CANBERRA, A.C.T.

Sixth Plenary Session of Intergovernmental Committee on Refugees.

I forward herewith copies of memoranda dated 21st October, 1946 and 3rd December,* 1946 from the Deputy High Commissioner's Office, London, relative to the question of the appointment of a Commonwealth Government Delegate to attend the Conference.

* with Enclosures.

2. As the Agenda indicates that the business will be principally concerned with budget and finance, and other matters which do not directly concern this Department, it is suggested that your Department arrange for the appointment of a delegate, but that it be arranged also for Mr. T. M. Nulty to attend the session as adviser to the delegate on any matters which concern immigration policy affecting this Department.

(Sgd) T.H.E. Heyes

T.H.E.Heyes
Secretary

AIRMAIL

COMMONWEALTH OF AUSTRALIA

12815

TMN/CJ

PLEASE REPLY TO THE ~~OFFICIAL SECRETARY~~ AND QUOTE

AUSTRALIA HOUSE
STRAND · LONDON
W.C.2.

TELEGRAPHIC ADDRESS:
"CROTONATE. ESTRAND. LONDON"
TELEPHONE: TEMPLE BAR 1567

A46/1/278 3rd December, 1946

Memorandum for -

The Secretary
Department of Immigration
CANBERRA.

(For transmission through the Prime Minister's Department.)

I desire to confirm my cablegram of 2nd December, as follows:-

> "Your 6500. Essential for constitutional and budgetry reasons that Plenary Session Intergovernmental Committee be held before end of year. Commencing date now 16th December. Agenda and Budget estimates forwarded airmail."

I forward herewith for information and transmission to the Secretary, Department of External Affairs, the following documents:-

1. Agenda for the Session as approved by the Executive Committee.
2. Report of the Director on the work of the Committee since last Plenary Session,
3. Memoranda on Items 4 and 6 of the Agenda.
4. Budget Estimates (Administrative) for 1947.
5. Budget Estimates (Operational) 1st January - 30th June, 1947.
6. Memorandum: Revision of Financial Regulation IV(b) so as to provide that the operational expenditure shall be shared by all Member Governments: the establishment of an appropriate scale defining the share to be allotted to each Member Government.

The opening meeting of the Sixth Plenary Session will be on Monday 16th December, 1947.

for Deputy High Commissioner.

DEPT. OF IMMIGRATION
10 DEC 1946
RECEIVED

46/1/245 6

6th January Session
Intergovernmental Ctee

I discussed question of delegate with Mr Loomer of External Affairs.
He said that much depends on the Agenda. He will look out for it.
Possibly the Dy High Commr or Mr Wood should be delegate & Mr Nulty could be substitute.

A Stephens
9/12/46

Mr Loomer said the Agenda has not yet been received but he thought we could wait a few days longer before Cabling London.

A.S.
9/12/46

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

measure provides the subtle means whereby banking in this country may be nationalized if the Government so desires. It does not provide for straight-out nationalization, but provides the machinery whereby the private banks may be forced out of business by the Commonwealth Bank.

Senator LAMP.—Does the honorable senator not believe in competition?

Senator HERBERT HAYS.—I do, but this measure will not put the Commonwealth Bank on a competitive basis. I do not argue that the Commonwealth Bank has not been a useful institution, but this legislation will make it the plaything of politics. There are clear indications throughout the Commonwealth that the Labour Government will not be in office after the next elections. The people of this country are eagerly awaiting an opportunity to remove it from the treasury bench. When that has been accomplished, we shall restore the Commonwealth Bank to its former position in the banking field.

Senator O'FLAHERTY.—You would not be "game".

Senator HERBERT HAYS.—Make no mistake about that. The people of this country will be "game". If honorable senators opposite believe in nationalization, socialization, or whatever they may call it, and are of the opinion that government enterprise is more efficient than private enterprise, why have they not the courage to permit the Commonwealth Bank to enter into fair competition with the private banks, and, by its super-efficiency, drive them out of business?

Senator SAMPSON (Tasmania) [5.55].—This clause places a definite obligation on the Governor of the Commonwealth Bank. It provides that it shall be the duty of the bank—which means, of course, the Governor—to develop and expand its general banking business. That will be the law when this measure has been passed, and the Governor will have to obey the law. If he does not develop the general banking business, he will be breaking the law. He will be obliged to increase the business of the bank by hook or by crook. Sub-clause 2 is rather unique in that it limits the power of the Commonwealth Bank to refuse business. What unlimited opportunities for political pressure this clause will present. A disgruntled would-be borrower will only have to cry that the Commonwealth Bank has refused him because it would be taking business from the private banks, and presumably the Government will come to his assistance. Minor matters such as credit worthiness, and security may very easily be brushed aside under these conditions. This clause is in complete conflict with the conclusions of the Royal Commission on Monetary and Banking Systems. Almost every speaker has quoted from the report of that body passages which suited his case. My learned friend from Tasmania, Senator McKenna, produced some tit-bits which supported his arguments, and I have found some which support mine. Paragraph 559 states that it has not been the practice of the Commonwealth Bank to accept clients from the trading banks, in cases where it considered that these banks were giving satisfactory service. The paragraph concludes—

> In our opinion this is a proper practice for a central bank to adopt.

If, mandatorily, the Governor is obliged to expand the general business of the Commonwealth Bank, much of the increased business may be unsound. Referring to business on the opening day of the Commonwealth Bank, the official publication issued by the Commonwealth Bank itself—according to C. C. Faulkner in *The Commonwealth Bank of Australia*—stated—

> As usual with a new bank, many "lame ducks", whose business had not been favorably regarded by the private banks offered their patronage; but the Commonwealth Bank from its beginning was very discriminating, and only accepted first-class business.

I hope that the bank will continue to accept only first-class business. Under this clause there may be temptation to accept business of an unsound character, merely to comply with the obligation to expand the business of the bank. However the real danger is that political pressure may be brought to bear. The clause is a dangerous one and I am opposed to it.

Sitting suspended from 6 to 8 p.m.

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

SECRET.

CABLEGRAM.

JJG/VJC

I.28427
XB0017
DATED 2nd December, 1946.
1750
RECEIVED 3rd December, 1946.

DECODE FROM -
HIGH COMMISSIONER'S OFFICE,
LONDON.

6636. Lamidey to Heyes.

Your telegram 6500. Essential for Constitutional and Budget reasons that the Plenary Session of the Inter-Governmental Committee be held before the end of the year. Commencing date now 16th December. Agenda and Budget Estimate forwarded by air mail.

Immigration (re 46/1/2456)
External Affairs

3/12/46

Mr Loomer

DEPARTMENT OF EXTERNAL AFFAIRS.

Immigration

CABLEGRAM.

SECRET.

MP.APB.

O.22373
Dated 27th November, 1946

DECYPHER TO -

High Commissioner's Office,
L O N D O N

6500. From Heyes to Lamidey.

Your memorandum 21st October A46/1/279. In view of present discussions proceeding in New York respecting International Refugees Organisation, is proposed 6th Plenary Session of Intergovernmental Committee still to be held commencing 11th December, 1946.

IMMIGRATION (re memo 46/1/2456 of 27-11-46)

DEPT. OF E.A.

29-11-46

COMMONWEALTH OF AUSTRALIA 46/1/2456

GJ

Department of Immigration,

CANBERRA, A.C.T.

27th November, 1946.

The Secretary,
Department of External Affairs,
(External Communications),
CANBERRA, A.C.T.

Will you kindly send a cablegram in the following terms to: **Australian High Commissioner's Office, London:**

"From Heyes to Lamidey.

"Your memorandum 21st October A46/1/279. In view present discussions proceeding in New York respecting International Refugees Organisation, is proposed 6th Plenary Session of Intergovernmental Committee still to be held commencing 11th December, 1946."

T.H.E.Heyes
Secretary

AIRMAIL

DEPARTMENT OF IMMIGRATION
A46/1/2456

COMMONWEALTH OF AUSTRALIA

PLEASE REPLY TO
~~THE OFFICIAL SECRETARY~~
AND QUOTE

AUSTRALIA HOUSE
STRAND - LONDON
W.C.2.

TELEGRAPHIC ADDRESS:
"CROTONATE, ESTRAND, LONDON"
TELEPHONE: TEMPLE BAR 1567

TMN:CJ
A46/1/279

21st October, 1946

Memorandum for -

The Secretary,
Department of Immigration,
CANBERRA.

(For transmission through Prime Minister's Dept.)

A communication in the following terms has been received from the Secretary, Intergovernmental Committee on Refugees -

" In accordance with Art. V (3) of the Rules for Procedure of the Intergovernmental Committee on Refugees, I have the honour to notify you that the 6th Plenary Session of the Committee will be held in London, and that Wednesday, 11th December, 1946, will be the opening date.

I am directed to notify you of the above and to invite you kindly to request your Government to appoint a Delegate and, if it so desires a Substitute Delegate, and to communicate the name or names to me.

The agenda and further information regarding the Session will be duly communicated. Meanwhile I would request you to be good enough to convey this preliminary notice to your Government with as little delay as possible."

I should be glad if this matter could be

/taken

DEPT. OF IMMIGRATION
4 NOV 1946
RECEIVED

Read by me 27/11/46

taken up with the Department of External Affairs and advice furnished in due course in regard to the appointment of a Commonwealth Government Delegate to the Conference.

Rachel Lamsdell

for Deputy High Commissioner.

International Refugee Organization

Re Sep. file 46/1/3715

re draft Constitution, budget, &c. - of proposed International Refugee Organization

9/9/46

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

judiciary, and all the other characteristics which, combined, make them first-class self-governing bodies. That complication has to be kept in mind. After the termination of the last war, certain conferences in the United Kingdom had an important bearing upon the future status of the Parliament of the Commonwealth of Australia. From those conferences, held about 1926, emerged the decision to grant to all the Dominions a status which, in practically every respect, was equal to that of the United Kingdom. This decision was given expression in what is known as the Statute of Westminster. I argue—I believe with full justification—that since the adoption of certain of the provisions of the Statute of Westminster by this Parliament, the position to be occupied in an order of precedence by the President of the Senate and the Speaker of the House of Representatives must, because of its very nature, have been enhanced. I did not agree with the passage of that legislation. Nevertheless, this Parliament decided to adopt those provisions. From that moment, the degree of independence inherent in the Parliament of the Australian Commonwealth has been materially increased. Therefore, the importance which the Senate and the House of Representatives assumed in the scheme of things must automatically have been enhanced. In considering the position which the President and Mr. Speaker should occupy on official occasions, regard should be had to the Constitution of the Commonwealth. One would imagine that such a carefully prepared document would at any rate state the different governmental functions in scheme of things than "The Parliament". Chapter III. deals with "The Judicature". Those are the three important institutions of government. The same principle is followed in its entirety whenever estimates for the expenditure of public moneys are placed before this Parliament. The first item of the Estimates deals with the Senate, and the first line in that item makes provision for the President of the Senate. The second item of the Estimates deals with the House of Representatives, and the first line makes provision for Mr. Speaker. Only after the Senate and the House of Representatives have been dealt with, does the Parliament consider the estimates of the different departments of government. The first department in the financial structure, naturally, is the Department of the Prime Minister. Therefore, in whatever way the matter be viewed, clearly from the standpoint of the Constitution, reinforced by the provisions of the Statute of Westminster which give to this country the status of legal equality with that of the United Kingdom, the Parliament, represented by the Senate and the House of Representatives, occupies a higher position than that of the Executive Government of the Judicature of the Commonwealth of Australia. Consequently, I argue that, notwithstanding the changes that have been made in the order of precedence as a result of the latest alteration, the position to be occupied by the President and Mr. Speaker should be immediately after the Prime Minister. With due respect to all members of the Cabinet, it is entirely unfitting and unbecoming that the President and Mr. Speaker should rank on

See file 46/1/3232
re report at
UNRRA 5th
Session Geneva -
Refugee question -
Organisation to
deal with displaced
persons will be
further discussed

AD
11/7/46

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

Question put—

That the bill be now recommitted to a committee of the whole House for the consideration of a proposed new clause.

The House divided.

(MR. SPEAKER—HON. J. S. ROSEVEAR.)

Ayes	19
Noes	39
Majority	20

AYES.

Abbott, J. P.	Lyons, Dame Enid
Adermann, C. F.	McDonald, A. M.
Bowden, G. J.	Page, Sir Earle
Cameron, Archie	Spender, P. C.
Fadden, A. W.	Stewart, Sir Frederick
Francis, J.	White, T. W.
Harrison, E. J.	Wilson, A.
Holt, H. E.	*Tellers:*
Hughes, W. M.	Corser, Bernard.
Hutchinson, W. J.	Guy, J. A.

NOES.

Barnard, H. C.	Johnson, H. V.
Beasley, J. A.	Langtry, J. I.
Breen, J. P.	Lazzarini, H. P.
Brennan, F.	Lemmon, N.
Bryson, W. G.	McLeod, D.
Burke, T. P.	Makin, N. J. O.
Calwell, A. A.	Morgan, C. A. A.
Chambers, C.	Mountjoy, D. A.
Chifley, J. B.	Mulcahy, D.
Coles, A. W.	Riordan, W. J. F.
Conelan, W. P.	Russell, E. H. D.
Daly, F. M.	Scullin, J. H.
Dedman, J. J.	Scully, W. J.
Drakeford, A. S.	Sheehy, T. N.
Fraser, A. D.	Smith, A. E.
Frost, C. W.	Ward, E. J.
Fuller, A. N.	Williams, T. F.
Gaha, Dr. J. F.	*Tellers:*
Hadley, J. W.	Lawson, George
Haylen, L. C.	Sheehan, T.

PAIRS.

Menzies, R. G.	Curtin, J.
Rankin, G. J.	James, R.
Anthony, H. L.	Martens, G. W.
McEwen, J.	Pollard, R. T.
Ryan, R. S.	Holloway, E. J.

Question so resolved in the negative.

Report adopted.

Bill—*by leave*—read a third time.

WOOL TAX BILL 1945.

In Committee of Ways and Means:

Motion (by Mr. DEDMAN) proposed—

That, in lieu of the tax imposed by the Wool Tax Act 1936 on the wool specified in this Resolution, a tax be imposed on all wool—

(*a*) grown and shorn in Australia; and

(*b*) received or produced by a wool-broker or dealer, or exported, on or after the first day of June, One thousand nine hundred and forty-five.

at the following rates:—

	s.	*d.*
For each bale of wool ..	2	0
For each fadge or butt of wool	1	0
For each bag of wool ..	0	4

Mr. BERNARD CORSER (Wide Bay) [5.24].—The proposed rates of tax set out in the motion were arrived at, no doubt, after an investigation, to which the Prime Minister referred in the following words:—

My Government has been very closely considering the question of wool research and publicity and is convinced that this is a matter of great urgency if wool is to withstand the threat of alternative materials.

The CHAIRMAN.—Order! The honorable member may discuss only the question now before the Chair, namely, that the motion proposed by the Minister for the imposition of certain rates of tax be agreed to.

Mr. BERNARD CORSER.—I move—

That the following words be added to the motion—

"During the operation of this tax no money shall be spent by the Commonwealth to support, encourage or subsidize the manufacture of synthetic fibres in Australia or any Territory under the control of the Commonwealth."

The CHAIRMAN.—The Chair is not able to accept the proposed amendment. The motion proposes certain rates of tax, and discussion or amendment can relate only to the proposed rates.

Mr. BERNARD CORSER.—Then I move—

That the rate of "2s. 0d." be reduced by "1s. 0d.".

Mr. ABBOTT (New England) [5.27].—The honorable member for Wide Bay (Mr. Corser) has moved that the proposed rate of tax of 2s. on each bale of wool be reduced to 1s., not because he objects to the amount, but as an instruction to the Government to accept an amendment that he submitted on the Wool Use Promotion Bill earlier this afternoon. The honorable member read an extract from the preface to the report to the Secondary Industries Commission, pointing out that the Prime Minister

DEPARTMENT OF IMMIGRATION
No. 46/1/2456.

CANBERRA.

DEPT. OF IMMIGRATION
2 - JUL 1946
RECEIVED

2nd July, 1946.

With the Compliments

of the

Secretary, Department of

External Affairs.

The Secretary,
Department of Immigration,
CANBERRA. A.C.T.

B.

United Nations

ECONOMIC AND SOCIAL COUNCIL

Nations Unies

CONSEIL ECONOMIQUE ET SOCIAL

UNRESTRICTED

E/REF/75/Corr.1
8 June 1946

ORIGINAL: ENGLI

CORRIGENDUM TO THE REPORT OF THE SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

The following should be substituted for Section 3 of Chapter V.

Section 3

Canada

Statement by the Delegate of Canada

Under existing regulations the landing in Canada of immigrants of all classes and occupations is prohibited, except for the following categories of immigrants (such immigrants must, of course, comply with the full provisio of Canadian Legislation concerning immigration):-

1. A British subject entering Canada directly or indirectly from Great Britain or Northern Ireland, the Irish Free State, Newfoundland, The United States of America, New Zealand, Australia, or the Union of South Africa, who has sufficient means to maintain himself until employment is secured: provided that the only persons admissible under the authority of this clause are British subjects by reason of birth or naturalization in Canada, Great Britain, or Northern Ireland, the Irish Free State, Newfoundland, New Zealand, Australia, or the Union of South Africa.

2. A United States citizen entering Canada from the United States who has sufficient means to maintain himself until employment is secured.

3. The wife or unmarried child under 18 years of age of any person legally admitted to and resident in Canada who is in a position to receive and care for his dependents.

(a) The father or mother, the unmarried son or daughter 18 years of age or over, the unmarried brother or sister, the orphan nephew or niece under 16 years of age, of any person legally admitted to and resident in Canada, who is in a position to receive and care

for such relatives. The term "orphan" used in this clause means a child bereaved of both parents.

4. An agriculturalist having sufficient means to farm in Canada.

5. The fiancee of any adult male legally admitted to and resident in Canada who is in a position to receive, marry and care for his intended wife.

6. A person who, having entered Canada as a non-immigrant, enlisted in the Canadian Armed Forces and, having served in such forces, has been honourably discharged therefrom.

And provided further that immigrants, as defined in paragraphs 2 and 4 above are destined for settlement to a province which has not signified its disapproval of such immigration.

There is difficulty in arranging for the movement to Canada even of persons within these categories because of the lack of inspectional facilities and also because of the critical shipping situation.

At the present time the formulation of a new immigration policy for Canada is being deferred until provision is made for the return to civilian life and the re-employment of Canadian ex-servicemen. This task of demobilization has involved the movement of several hundred thousand people, in many cases from overseas, and when the wives and children of servicemen returning from abroad are taken into consideration, it embodies in itself a very considerable migration. As soon as this movement has been completed, the Canadian Parliament should be in a position, if it so desires, to consider and formulate a new long-term immigration policy.

United Nations *Nations Unies*

ECONOMIC AND SOCIAL COUNCIL **CONSEIL ECONOMIQUE ET SOCIAL**

LONDON
E/REF/75/Corr. 3*
4 June 1946
ORIGINAL: ENGLISH

REPORT OF THE SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

CORRIGENDUM TO DOCUMENT E/REF/75

Chapter V - Section 7, Peru (page 39)

This statement should read as follows:

"The Peruvian Delegation has informed the Committee that its Government will carefully and sympathetically study the question of receiving persons for whom no other arrangements can be made, when they receive detailed information on the subject."

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* This document has been reproduced in New York from the original issued in London as E/REF/75/Corr. 1.

United Nations

ECONOMIC AND SOCIAL COUNCIL

Nations Unies

CONSEIL ECONOMIQUE ET SOCIAL

LONDON

E/Ref/75/Add.2 *
11 June 1946

ORIGINAL: ENGLISH

2

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

SECOND ADDENDUM TO FINAL REPORT

DECISION TAKEN BY THE COMMITTEE CONCERNING INTERIM MEASURES FOLLOWING THE SUGGESTION OF THE CHAIRMAN AND THE RAPPORTEUR

The Special Committee on Refugees and Displaced Persons reluctantly came to the conclusion that, since their terms of reference from the Economic and Social Council specifically provided for the Report, after presentation to the Economic and Social Council, being presented to th e General Assembly in September 1946, it would be incompetent for them to recommend on measures to be taken relating to refugees and displaced persons in the interim period.

Nevertheless, the Committee also noted in the terms of reference, that in the opinion of the Assembly the problem of refugees and displaced persons was one of urgency. They therefore concluded that it was necessary to bring this to the attention of the Economic and Social Council.

To that purpose it has specifically instructed its Chairman and its Rapporteur to draw this point immediately to the attention of the Council after the presentation of the Report.

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* This document was prepared but not distributed in London.

United Nations

ECONOMIC AND SOCIAL COUNCIL

Nations Unies

CONSEIL ECONOMIQUE ET SOCIAL

LONDON
E/REF/FACT-FINDING/32
16 May 1946

ORIGINAL: SPANISH
ENGLISH

3

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

FACT-FINDING SUB-COMMITTEE

STATEMENT BY THE COLOMBIAN DELEGATION

IMMIGRATION INTO COLOMBIA

At the request of working party A of Sub-Committee No. 1 (Fact-Finding), the Colombian delegation submits the following information on the general conditions in which the Colombian government would be prepared to co-operate in the solution of the problem of refugees and displaced persons at present in European countries.

Colombia is fully disposed to co-operate in the solution of this problem. Accordingly, the Government offers ample facilities as regards labour conditions to certain categories of immigrants able to assist in the development of the different branches of the national economy. Thus, the Colombian government would be prepared to welcome a steady flow of immigrants engaged in activities connected with the production of wealth, such as industrial technicians, mechanics, fishermen, engineers, agricultural workers, fruit growers, horticulturists, livestock breeders, mariners, industrialists and domestic servants, who, in the present phase of rapid expansion in Columbia, would have great prospects of success.

We must, however, point out to the Sub-Committee:-

1. that the Colombian economic system is based on private enterprise, which therefore supplies employment to labour;

2. that those persons who have already expressed their willingness to employ in Colombia the energy and skill of refugees of the above-mentioned categories have foretold of

their preference for persons of the Catholic faith, which means that persons of this faith would have better immediate prospects of success;

3. that Colombia does not at present wish to receive persons whose sole activity is trade;

4. that Colombia cannot receive immigrants who are unable to give satisfactory evidence of their intention to settle permanently in the country;

5. that immigrants wishing to acquire land must seek it in low-lying and hot areas of a tropical character, since practically all land at a higher altitude with a cold or temperate climate is already occupied and colonized by Colombian nationals;

6. that the Colombian government reserves the right to determine through its various Consuls whether the requisite qualifications for admission are present in each individual case.

With regard to the financial aspect of immigration, the Colombian government offers exemption from the immigration deposit required of voluntary immigrants, but it would not be in a position to contribute to expenses, nor could it provide transport for those persons wishing to find a new home in Colombia or to make it their new country.

NOTE:- A statement based on the same material is being issued in the U.S.A. today.

10.12.43. - No.25

REFUGEES

The following is a statement on the Bermuda Conference and on the developments which have followed it.

Since the Conference on refugees held at Bermuda in April 1943 between British and American delegations the two Governments have been in continuous consultation on all aspects of this pressing and difficult problem. At the time it was impossible to disclose the course of the discussions without grave prejudice to the interests of refugees. While some reserve must still be maintained, both for this reason and in order to avoid embarrassment to negotiations with other Governments, the following summary of the proceedings of the Conference and of the efforts made subsequently on behalf of refugees in Europe is now issued.

The discussions, which were marked throughout by the utmost frankness, cordiality, and cooperation, had necessarily to conform to war-time realities, and they proceeded on the following agreed basis:-

(a.) The refugee problem should not be considered as being confined to persons of any particular race or faith. Nazi measures against minorities have caused the flight of persons of various races and faiths, as well as of other persons because of their political beliefs.

(b.) Wheresoever practicable, intergovernmental collaboration should be sought in these times of transportation difficulty, shipping shortage, and submarine menace, to the end that arrangements may be determined for temporary asylum for refugees as near as possible to the areas in which these people find themselves at the present time and from which those who will be found able to return may return to their homelands with the greatest expedition on the termination of hostilities.

(c.) There should accordingly be considered plans for the maintenance in neutral countries in Europe of those refugees for whose removal provision may not be made. Their maintenance in neutral countries may involve the giving of assurances for their support until they can be repatriated. It may also involve the giving of assurances in all possible cases by their Governments in exile for their prompt return to their native countries upon the termination of hostilities.

/(d.)

(d) The possibilities for the temporary asylum of refugees in countries other than neutral, and their dependencies, should be explored, together with the question of the availability of shipping to effect their movement from Europe, and the availability of food and accommodation.

(e) Examination should be made of the precise method of organizing concerted action and providing the necessary executive machinery.

It was on these principles that the subsequent discussions took place, and the main problems to which the delegations devoted prolonged and detailed attention were:

1 Shipping and supply.

2 The Polish and Greek refugees.

3 The refugees in Spain and the prospects of alternative accommodation for them.

4 The Jewish refugees from the Balkans and the means of removing them to Palestine.

5 The refugee children in France and whether there are any possibilities of getting them to the homes offered to them.

6 The refugees who are in or might enter neutral countries.

7 The future of international refugee organisation and the executive means to be employed.

It is unnecessary to go into the details of all the foregoing, particularly since certain discussions have been overtaken by developments. In order, however, to remove certain misconceptions regarding the scope and dimensions of the refugee problem, it should be recorded that the Conference had before it complete material on the refugee problem as it had already been handled, showing, among other achievements, that some 40,000 Polish refugees were in the process of being removed from Persia to East and South Africa, India, Palestine and Mexico through the efforts of the Governments concerned; that the problem of caring for some 16,000 Greek refugees was in hand; that some 195,000 immigrants from Europe, the majority of them refugees, had been admitted into the United States since 1938; that some 60,000 non-British refugees had been admitted into the United Kingdom since May 1940 and were still being admitted at an average rate of at least 800 a month; and that over and above admission into Palestine which had already taken place under the White Paper or under special refugee provisions, the Palestine Administration had offered to receive some 34,000 potential Jewish refugees, mainly women and children, from south-eastern Europe.

/From this

From this review of what had been or was in process of being done the delegations proceeded to an exhaustive examination of the future. As a result, the two delegations made to the United States and British Governments unanimous recommendations for action which many be divided into two main parts:

1 Those involving direct action by the Governments of the United Kingdom an the United States of America acting jointly.

2 Action through the Intergovernmental Committee which was to be reorganised.

The following measures have been taken by the two Governments acting directly:

1 Following a recommendation from the Burmuda Conference arrangements were undertaken for the issue by several nations of a Declaration having as its object to reassure neutral States regarding the future of refugees and thereby to encourage them to give temporary asylum to refugees. This Declaration will be published shortly. Taken in conjunction with the proposals regarding the repatriation of displaced populations made by the United Nations Relief and Rehabilitation Administration at Atlantic City on November 26th, the Declaration provides convincing evidence that the United States and British Governments regard the refugee burden as one to be borne through common international action in which they themselves are fully prepared to take their proper share.

2 The two Governments have discussed with particular neutral States the question of affording to those States assistance towards the maintenance and other expenses incurred by them in the reception of refugees. Details of these discussions could not be disclosed without embarrassment to the refugees themselves, but both the British and United States Governments would reaffirm their high appreciation of all that has been done by neutral Governments for refugees, and their determination that this humanitarian effort shall be assisted to the fullest extent possible, subject only to the overriding limitations of the war situation. It may be recorded here that Switzerland is at present giving shelter to some 64,000 refugees and prisoners of war, and that in recent weeks Sweden has received over 8,000 refugees from Denmark.

3 The British Government has pursued the question of giving asylum in Palestine to Jews - mainly children, with a proportion of women - from Roumania and Bulgaria. Its efforts, so far, have been unsuccessful because of the refusal of these two Governments to allow the Jews to leave.

/4 The two

The two Governments immediately accepted the unanimous and emphatic recommendation of the Bermuda Conference to reorganise the Intergovernmental Committee on Refugees. They agreed that it was by this means that the alleviation and, so far as possible, solution of the refugee problem, both during the war and after, could be placed on the most practicable international foundation. In this way the Bermuda discussions were the essential preliminary to the creation of international machinery which is now in operation dealing with current refugee problems and will be able to take advantage ofopportunities as they arise during the war, also assuming responsibility for finding homes for those who have difficulty in returning to their own countries after the war.

The scheme of the reorganisation of the Intergovernmental Committee was approved by the Executive Committee at a meeting held in London on the 4th August 1943. The main recommendations then adopted have been made public in a communique issued by the Committee on the 14th October 1943.

For regular information regarding the plans and activities of the Committee reference must be made, by those interested, to the Committee itself at 11D, Lower Regent Street, London, S.W.1. The chief featuresof the re-organisation are as follows:-

It was decided that the Committee should be enlarged, and invitations have accordingly been issued to twenty Governments to participate. If all these Governments accept the invitation the Committee will consist of forty-nine member Governments, since previous to reorganisation there were already twenty-nine member Governments.

The mandate of the Committee was greatly extended so as to include, as may be found necessary and practicable, in addition to those already within the mandate, those persons, wherever they may be, who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs; and with regard to persons coming within the mandate as extended the power is included to undertake negotiations with neutral or allied States or with organisations, to take such steps as may be necessary to preserve, maintain, and transport them, and to receive and disburse for these purposes funds both public and private. While it is proposed that the member Governments should share the administrative expenses, the Governments of the United Kingdom and the United States of America have agreed, in the first place, to underwrite all other expenses, leaving it to the other member Governments voluntarily to contribute towards these in accordance with their ability and their interest in this great humanitarian work.

/Since

Since August last the Committee has been engaged both in matters of organisation and procedure and in measures for the assistance of refugees. Among the former it has considered the question of the relations between itself and the United Nations Relief and Rehabilitation Administration with a view to close cooperation between the two bodies and the definition of their respective functions. It has laid down the principles which will govern its relations with the many voluntary organisations in various countries engaged in assisting the many different classes of refugees. These principles assume close and continuous contact with voluntary bodies and workers, and include facilities for mutual consultation and assistance and the exchange of information. The Committee is in touch with many voluntary bodies, and welcomes contact with all interested in the refugee cause.

Among the measures taken towards the relief and assistance of refugees are the following:

The Intergovernmental Committee has made direct approaches with the object of obtaining asylum for refugees in neutral States.

It is engaged in carrying out practical schemes for the physical relief of refugees in occupied territory.

It has taken what means are avilable to assist the escape of particular groups.

It has been in continuous touch with the Governments of the United Kingdom and United States of America regarding the direct measures which those Governments have undertaken.

It is the aim of the Intergovernmental Committee, to which the United States and British Governments attach the utmost importance, to have its own Representatives in various countries so soon as necessary consent is accorded and details can be worked out. The two Governments are convinced that only by an organisation of this kind will it be able efficiently to carry out its duty of maintaining and preserving refugees, and of performing its ultimate function of finding new homes and opportunities for those who are unable to return to their own countries.

FOREIGH OFFICE NEWS DEPARTMENT

United Nations

ECONOMIC AND SOCIAL COUNCIL

Nations Unies

CONSEIL ECONOMIQUE ET SOCIAL

LONDON
E/REF/FACT-FINDING/31
16 May 1946
ORIGINAL: ENGLISH

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

FACT-FINDING SUB-COMMITTEE

SUMMARY RECORD OF THE NINTH MEETING

Held at Church House on Wednesday,
15 May 1946 at 10.30 a.m.

Chairman: Mr. GUIMARAES (BRAZIL)

Consideration of the Rapporteur's Report (E/REF/FACT-FINDING/W.1)

Mr. McKILLOP (United Kingdom) considered that the unilateral and ex parte statements of the Delegate for Byelorussia (E/REF/69) and of the Delegate for Yugoslavia (E/REF/FACT-FINDING/27) could not usefully be added as an annexe to the report. The former included references to the staff of the new organization, a subject which came within the mandate of the sub-committee on organization and finance, and both contained allegations against Members of the United Nations for which there was no proof.

Mr. LINDER (United States) supported the view that certain passages of the statement of the Delegate for Byelorussia were not relevant to the report of the Fact-Finding Sub-Committee. It must also be made clear that such statements emanated from individual delegations and did not represent the views of the sub-committee as a whole.

Mr. SMOLIAR (Byelorussia) pointed out that as a result of a previous unanimous decision of the sub-committee the inclusion of his and the Yugoslav Delegate's statements as an annexe to the report had been accepted. None of the facts and figures put forward by the Fact-Finding Sub-Committee could of course be regarded as infallible.

MR. HOOD (Australia) considered that the final sentence of paragraph 3(a) (ii) should be modified to convey the idea that the following documents were put forward for information and not as having been agreed upon by the sub-committee. With regard to paragraph 3(b) the two Yugoslav proposals should surely be deleted from the report if in the opinion of the sub-committee they should be excluded from the resolution. The delegate for the United Kingdom supported this latter suggestion.

The Delegate for the United States moved the adoption of the Rapporteur's report with the following modifications.

1. To add to paragraph 3(a)(ii) the words "and requested the Rapporteur to make clear that these appendices are ex parte statements in which none of the other delegates concur".

2. To ask the Delegate for Byelorussia to delete from his statement those portions which concern the personnel of the new organization.

3. To redraft the final sentence of paragraph 3(b) so as to read "The Delegate for Yugoslavia drew attention to two questions which he considered important but which the sub-committee thought should be excluded from the resolution".

4. To list, in paragraph 13 of E/REF/FACT-FINDING/25/Rev.1, the names of the delegates who opposed the inclusion of the Yugoslav text.

This motion was seconded by the Delegate for Yugoslavia.

The Delegate for Australia proposed the following amendment to the first part of the motion of the United States Delegate: to delete in paragraph 3 (a)(ii) from the words "The Sub-Committee agreed ....." to the end of paragraph 3 (a)(ii)(3) and to add a final paragraph (f) to read as follows:

"The sub-committee also forwards the following documents it being understood that the documents are ex parte statements in which none of the delegates concur."

This motion was seconded by the Delegate for the United Kingdom.

The Delegate for the United States then suggested the deletion of the words "as appendices" and the substitution of the word "with" for the word "to" in the second sentence of paragraph 3 (a)(ii).

In connection with the Australian amendment, the Delegate for France suggested that after each document referred to in the new paragraph (f) be added the words "relating to paragraph ..... of the terms of reference of the sub-committee".

The Chairman then called for a vote on the Australian proposal as amended by the Delegate for France.

Decision: The proposal was rejected by eight votes to three.

A vote was then taken on the American proposal.

Decision: The proposal was adopted by nine votes to two, the Delegate for the United Kingdom having requested that his dissension be recorded.

Consideration of the French proposal for a text to be inserted after paragraph 12 in document E/REF/FACT-FINDING/25/Rev.1

The Delegate for France proposed the insertion of a new paragraph which was modified by the Delegate for the United States to read as follows:

"13. The Sub-Committee considers that one of the reasons which may stand in the way of speedy repatriation consists in the fact that a considerable number of refugees and displaced persons in the camps are not fully employed.

Apart from the fact that it is abnormal for able-bodied men not to provide for themselves, it may well be that a state of relative idleness is an inducement not to apply for repatriation as long as they are assured of such favourable treatment in the centres. It is not unlikely that as soon as they are called upon to work, some of them will be led to apply for repatriation. Experience acquired in this respect in certain countries and certain zones of occupation would seem to bear this out.

For these reasons the Sub-Committee recommends that arrangements should be made for providing more work as soon as possible for refugees and displaced persons pending their repatriation or their resettlement in a reception country, it being understood that such provision of work should be so arranged as not to interfere in any way with repatriation operations."

Decision: This text was accepted by the Sub-Committee and the Rapporteur's report as a whole, adopted.

The meeting rose at 3.05 p.m.

New Zealand

United Nations
ECONOMIC AND SOCIAL COUNCIL

Nations Unies
CONSEIL ECONOMIQUE ET SOCIAL

LONDON
E/REF/FACT-FINDING/19
10 May 1946
ORIGINAL: ENGLISH

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

FACT-FINDING SUB-COMMITTEE

STATEMENT BY THE NEW ZEALAND DELEGATION CONCERNING PARAGRAPH (d) OF THE TERMS OF REFERENCE

The New Zealand Government has always viewed with the greatest sympathy the plight of the many thousands of people who have suffered persecution and hardship at the hands of the enemy. The policy of the Government has been, and will continue to be, one of affording to these people the maximum assistance consistent with the resources and security of the Dominion.

In furtherance of this policy the Government has associated itself from the outset with the activities of the Intergovernmental Committee on Refugees, which was initiated by the Conference held at Evian in 1938, on the suggestion of the President of the United States.

The New Zealand Government does not favour mass or group immigration of refugees. Admission to New Zealand of refugees, as of all other aliens, is governed by the provisions of the Immigration Acts, which require that any person of other than British birth and parentage, wishing to enter the Dominion, must first obtain permission from the Minister of Customs. In thus placing the emphasis on the individual, the Government is desirous of ensuring that in his own interest the newcomer should be rapidly assimilated and absorbed, and that he should live in conditions of freedom and equality with other members of the New Zealand community.

In the granting of entry permits during recent years it has been the practice of the Minister concerned to look sympathetically on applications from persons suffering persecution, or displaced from

their country of residence, and in fact, considerable numbers of permits have been granted to refugees from Europe, including Jewish and other political refugees, and to a group of over 700 Polish children and to their escorts, numbering over 100 adults. Chinese women and children and persons of various nationalities (including natives of the Pacific Islands) displaced from their homes or threatened by Japanese aggression in the Pacific, were admitted during the war years. As the refugee status of an applicant is not necessarily apparent from his application papers, it is not possible to state accurately the number of refugees admitted to New Zealand during recent years. It is estimated, however, that from 1933 onwards permits issued were in excess of 4,500, and this total does not include evacuees from Pacific territories afforded hospitality in New Zealand. While these numbers may appear small, they must be considered in relation to the total population of the Dominion which in the 1945 census was recorded as 1,746,319.

At the present time it is not possible for the New Zealand Government to indicate what proportion of the total number of refugees it will be able to accept as new settlers. It will certainly be necessary for full information concerning the nationalities, age-groups, sex proportions, and occupations of those desiring resettlement to be made available, before proper consideration can be given to this matter. Except in exceptional circumstances permits to enter New Zealand will not be granted until New Zealand servicemen, who have served in all operational theatres in the last war, have returned to the Dominion and have been rehabilitated in civilian life, and until New Zealand residents, forced by transport difficulties and other obligations to remain abroad throughout the war years, are able to return to their homes. It is estimated that even taking the most optimistic view it will be the autumn of 1947 before all New Zealand

residents are repatriated. After this has been done, there will remain many thousands of close relatives of New Zealanders, and others formerly domiciled in New Zealand, whose connexion with the Dominion entitles them to some claim to priority in transport. It is therefore necessary to state that in our view a period of at least two years must elapse before adequate transport facilities can be made available for refugees and others from Europe.

Furthermore, the New Zealand Government does not feel justified in encouraging immigration until suitable housing is available for newcomers. Although the Government scheme for the large-scale construction of modern and well-equipped houses has been in full operation for some time, much building remains to be done before the housing shortage is successfully overcome.

While it is undoubtedly true that New Zealand with its expanding economy will be able in future to support a much larger population and at the same time maintain her present high standard of living, the immediate post war years, with the effect on employment conditions of the changeover from wartime to peacetime production and the demobilization and rehabilitation of servicemen and women, do not provide conditions favourable to the successful absorption of large numbers of immigrants.

The New Zealand Government considers that the welfare of refugees is an international responsibility which must be discharged by the full and active co-operation of all members of the United Nations and other nations of goodwill. After fulfilling its obligations to its own citizens, the Government will bear its full share of the responsibility for the care and protection of the refugee. It will give sympathetic consideration to all humanitarian schemes for the assistance of refugees, and co-operate to the limit of the resources and ability of the Dominion in the final solution of this urgent problem.

IMMIGRATION.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

JEO:NB

I.14867.
SC146.

DECYPHER FROM :

PRIME MINISTER
OF NEW ZEALAND,
WELLINGTON.

Dated 7th June, 1946.
1220.
Received 7th June, 1946.

DEPT. OF IMMIGRATION
12 JUN 1946
RECEIVED

DEPARTMENT OF IMMIGRATION
No. 46/1/2456

Addressed to Secretary of State for Dominion Affairs 156 repeated Canberra 112 Ottawa 14 Pretoria 21 New Zealand Minister Washington 353. Secret. My D.555. Refugees.

As you know the New Zealand delegate on refugee Committee has, like the United Kingdom delegate strongly emphasized the advantages of setting up the new refugee organisation as an integral part of the United Nations. We therefore fully share your regret that the Committee has proposed another solution.

2. We are becoming increasingly sceptical of the value of setting up new specialised agencies under separate conventions now that the United Nations itself is a going concern. We feel that the Refugee problem in particular which is inseparable from general politics is entirely suitable for treatment by the United Nations.

3. Moreover it was as a member of the United Nations formally pledged to international co-operation in the solution of problems of a humanitarian character that we were prepared to make such contribution to the solution of the refugee problem as the organs of the United Nations might decide.

4. If the organisation is set up outside the United Nations (i.e. without effective policy and financial control by the general assembly) we must reserve entirely our decision on the question of the part if any which we might play in its work.

5. With reference to the alternatives mentioned in your telegram we feel that so long as the matter is under discussion by United Nations organs we cannot envisage arrangements designed to exclude certain states from effective participation. There seems to us only two practicable alternatives; to leave decisions with the organs of the United Nations which can defeat obstruction by obtaining the necessary majorities or to proceed outside the United Nations with discussions confined to countries having a similar outlook on the refugee problem.

ACTING MIN. & DEPT. EXTERNAL AFFAIRS.
" " " " IMMIGRATION.
" " " " DEFENCE.

7th June, 1946.

pp

DEPARTMENT OF EXTERNAL AFFAIRS. IMMIGRATION

CABLEGRAM. **SECRET.**

JT/TF

I.14660
XB0082
Dated 4th June 1946
2000
DECYPHER FROM: Recd. 5th June 1946.

The External Affairs Officer,
LONDON.

Addressed Canberra 394 Repeated New York 39. From Hood.

My telegram 368. Refugee Committee.

The Rapporteur's Report was adopted for forwarding to the Economic and Social Council on 1st June, when the Special Committee adjourned in accordance with paragraph 8 on the Economic and Social Council resoultion of the 16th February 1946.

2. As indicated in earlier telegrams several points of principle have remained unresolved, and the lengthy report which will go to the Economic and Social Council contains many reservations and explanations inserted at the request of various delegations. The report is not unsatisfactory in that it does establish the existence of a practical refugee and displaced persons problem, to a large extent defines the limits within which any international refugee organisation will have to operate, and lays down many of the details and principles in accordance with which refugee assistance will have to be conducted. The difficulty is that in practically every important respect in which the conclusions of the committee were reached by vote the countries of origin i.e. U.S.S.R. Byelrussia, Ukraine, Poland and Yugoslavia, formed a standing minority and there is no guarantee anywhere in the document that these countries will co-operate effectively when it comes to the point.

3. The main recommendation of the Committee (on which, however, the United Kingdom Government has made a reservation on its position - see Dominion Office telegram D.555) is for the establishment of a specialised agency to be known as the International Refugee Organisation with the essential functions of

(a) Facilitating the return to their country of origin of those persons who desire to return, and

(b) Facilitating the re-establishment of other persons in countries of temporary residence, emigration to and re-establishment in other countries of individuals or family units, and as may be necessary and practicable within

6/6/46

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

I.14660

the resources which may be available and subject to the relevant financial regulations, investigation, promotion and execution of projects of large scale settlement.

4. I have assumed throughout discussions that the main Australian interest in this question is in connection with any eventual plans for resettlement and the principal statement made by the Australian Delegation dealt with this point. On present showing it seems likely that there will be a long interval before any international agency is in a position to approach Governments with significant resettlement proposals. In the meantime however the further discussions which will take place on the constitution and functions of the International Refugee Organisation will be of some importance to us in as much as Australia as a potential receiving country will presumably be asked to contribute to the operational as well as the administrative costs of the organisation. With this in mind I spoke in favour of deletion from the report at this stage of the financial provisions which seemed vague and unsatisfactory to a degree. Though the provisions were voted in by a majority, our position in this respect is therefore left open. Another point which may be of importance to us is the constitution of the Executive Committee of the general Council of the organisation. Here the Australian vote was cast in favour of a minority amendment designed to confine representation on the Executive Committee after the first year to those countries which contribute to operational costs of the organisation.

5. Copy of the final report is being forwarded immediately by airmail.

A. Min & Dept of E.A.
Min " Immigration

6th June 1946.

[redacted]OPY

Austrian Refugee Committee by U.S. Govt.

Special proposed

GJ:MB

DEPARTMENT OF IMMIGRATION
~~453/609~~

DEPARTMENT OF EXTERNAL AFFAIRS
CAN

UN46/ESC/7.

Memo. No.

CANBERRA. A.C.T.

30th April, 1946.

MEMORANDUM TO -

The External Affairs Officer,
L O N D O N.

Committee on Refugees and Displaced Persons

With reference to your memorandum UNO/ES/REF/2 the Department of Immigration advises that no telegram was sent from Canberra to the UNRRA Assembly Centre in Austria, but that the request was made to the Centre by an UNRRA official serving in that area. This official is personally known to the Minister for Immigration and it appears that his action arose as a result of an interview with the Minister in Canberra at which the suggestion was made that information might be supplied which would be useful to the Minister in connection with future migration plans.

2. The Immigration authorities fully appreciate that it is not a matter for UNRRA officials to select displaced persons for migration from Europe, and the request was made only for information which might have been useful when circumstances permitted the introduction of suitable migrants from Europe. It is appreciated that such matters should now be pursued through the Committee on Refugees and Displaced Persons of the Economic and Social Council.

3. It is left to your discretion whether or not a reply (along the lines of para. 2 above) is necessary to the Dominions Office letter quoted in your memorandum UNO/ES/REF/2.

DEPT. OF IMMIGRATION
1 - MAY 1946
RECEIVED

W B Dunk
Secretary.
per Iles

The Secretary,
Department of Immigration.

Referred for information.

W B Dunk
Secretary, Ex. Affairs.
30/4/46. per Iles

ALL AIR MAIL

[illegible] Argentina
Paraguay
proposed by Govt
Comm

RHW/MH.

45 3609

1175

DEPT. OF IMMIGRATION
12 APR 1946
RECEIVED

430/3/73.

31st January, 1946.

Memorandum for :

The Secretary,
Department of Immigration,
CANBERRA.

(For transmission through the Prime Minister's Department)

Admission to Australia of Refugees.

Attached for your information and consideration, is a copy of a memorandum addressed to the High Commissioner by the Director of the Intergovernmental Committee on Refugees London, setting out the categories of refugees in Europe who may be admitted to the United Kingdom.

The Director is hopeful that other member Governments will also see their way to admit such categories.

The second enclosure is a copy of my interim reply to the Director, in which I endeavoured to point out some of Australia's difficulties in offering to accept refugees from Europe at the present time.

Not attached //

R. A. Dalton

for A/OFFICIAL SECRETARY.

COPY.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

IC/911/76
HWE/MGS.

19 Hill Street,
LONDON, W.1.

14th January, 1946.

Sir,

I have been directed by the Executive Committee to invite the sympathetic attention of all Member Governments towards the humanitarian task of the re-union of families of refugees, the members of which have only too often been widely scattered as a result of the war. Previous to the war many Member Governments gave permanent or temporary asylum to the victims of Nazi persecution, and some were able to give similar asylum even while the war was in progress. Owing to various causes, however few Governments are at present willing or able to determine their policy in regard to immigration, and it is not the purpose of this letter to raise the general issue. It is hoped, however that Member Governments, within their policy and laws, will be willing to afford facilities towards the specific object of effecting the re-union of families in cases of particular hardship and distress. In this connection, I am to invite attention to a scheme which has recently been approved by the Government of the United Kingdom with the purpose of assisting those who have special claims to join relatives in the United Kingdom and to receive protection and help. The object of the scheme is to enable husbands, wives and dependent children to be re-united, to enable young people who have no one to give them a guardian's care to receive such care from relatives (whether near or distant relatives) and to enable elderly people who are in special need of filial care to find shelter in the homes of children or grandchildren in the United Kingdom. In pursuance of this object, the Government of the United Kingdom has given instructions to passport control officers that when a person in distressed circumstances on the Continent of Europe has an offer from a relative in the United Kingdom of maintenance and accommodation in his home, a Visa may be granted (subject to considerations of public health and character) if the applicant falls into one of the following categories :-

(1) the wife of a man who is in the United Kingdom and any of his children under 21. If the result of bringing the wife and any children under 21 to the United Kingdom would be to leave alone and in distressed circumstances one daughter over 21 who is unmarried or widowed and without children, she also may be allowed to come;
(2) the husband of a woman who is in the United Kingdom if he is incapacitated, infirm or too old to support his wife abroad;
(3) females under 21 with their children, if any and males under 18, who have no relatives to look after them abroad but have a relative in the United Kingdom able and willing to take them into his household;
(4) the mother or grandmother of a person in the United Kingdom if she is widowed and in need of filial care;
(5) the father or grandfather of a person in the United Kingdom if widowed and in need of special care owing to age or infirmity.

(6) Where both man and wife are living together abroad, such couples may be admitted if because of age or infirmity, or other special circumstances, they are unable to look after and support one another, and are offered hospitality by a child or grandchild in this country.

/The

The admissions under the scheme are subject to time limits which will be reviewed periodically in the light of circumstances attaining at future dates.

2. It will be observed that the measures taken by the Government of the United Kingdom are limited in scope, and that the categories are precisely defined so as to include those cases which have a particularly strong claim for sympathetic treatment. It is not suggested that they cover all cases of extreme distress, for exceptional cases arise outside the categories which make an equally strong appeal. It is, moreover, realised that some Member Governments are already affording facilities for permanent or temporary asylum for refugees more liberal than those above described. None the less, if all the Member Governments of the Intergovernmental Committee were able, without prejudice to the general issue of immigration, to give sympathetic and practical consideration to the pressing problem of re-union of families on similar lines to those adopted by the Government of the United Kingdom, with a more liberal definition of categories where this was practicable, much would be done in relieving the distress and suffering of the helpless, and in assuaging the anxiety of their relatives. They would, moreover, make an appreciable contribution towards the solution of the general refugee problem. I have, therefore, the honour to request, on behalf of the Executive Committee, that you will be good enough to commend action of this character to the sympathetic consideration of your Government.

I have the honour to be, Sir,

Your obedient Servant,

(Sgd.)

Sir Herbert Emerson.

Director.

ALL AIR MAIL

1175

COMMONWEALTH OF AUSTRALIA

RHW/MH.

PLEASE REPLY TO
THE OFFICIAL SECRETARY
AND QUOTE

AUSTRALIA HOUSE
STRAND · LONDON
W.C.2.

TELEGRAPHIC ADDRESS:
"CROTONATE. ESTRAND. LONDON"
TELEPHONE: TEMPLE BAR 1567

31st January, 1946.

DEPARTMENT OF IMMIGRATION
NO. 46/3/609

430/3/73.

Memorandum for :

The Secretary,
Department of Immigration,
CANBERRA.

(For transmission through the Prime Minister's Department)

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The Director is hopeful that other member Governments will also see their way to admit such categories.

The second enclosure is a copy of my interim reply to the Director, in which I endeavoured to point out some of Australia's difficulties in offering to accept refugees from Europe at the present time.

for A/OFFICIAL SECRETARY.

COPY.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES

IC/911/76
HWE/MGS.

19 Hill Street,
LONDON, W.1.

14th January, 1946.

Sir,

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(2) the husband of a woman who is in the United Kingdom if he is incapacitated, infirm or too old to support his wife abroad;
(3) females under 21 with their children, if any, and males under 18, who have no relatives to look after them abroad but have a relative in the United Kingdom able and willing to take them into his household;
(4) the mother or grandmother of a person in the United Kingdom if she is widowed and in need of filial care;
(5) the father or grandfather of a person in the United Kingdom if widowed and in need of special care owing to age or infirmity.

(6) Where both man and wife are living together abroad, such couples may be admitted if because of age or infirmity, or other special circumstances, they are unable to look after and support one another, and are offered hospitality by a child or grandchild in this country.

/The

The admissions under the scheme are subject to time limits which will be reviewed periodically in the light of circumstances attaining at future dates.

2. It will be observed that the measures taken by the Government of the United Kingdom are limited in scope and that the categories are precisely defined so as to include those cases which have a particularly strong claim for sympathetic treatment. It is not suggested that they cover all cases of extreme distress for exceptional cases arise outside the categories which make an equally strong appeal. It is, moreover, realised that some Member Governments are already affording facilities for permanent or temporary asylum for refugees more liberal than those above described. None the less, if all the Member Governments of the Intergovernmental Committee were able, without prejudice to the general issue of immigration, to give sympathetic and practical consideration to the pressing problem of re-union of families on similar lines to those adopted by the Government of the United Kingdom, with a more liberal definition of categories where this was practicable, much would be done in relieving the distress and suffering of the helpless, and in assuaging the anxiety of their relatives. They would, moreover, make an appreciable contribution towards the solution of the general refugee problem. I have, therefore, the honour to request, on behalf of the Executive Committee, that you will be good enough to commend action of this character to the sympathetic consideration of your Government.

I have the honour to be, Sir,

Your obedient Servant,

(Sgd.)

Sir Herbert Emerson

Director.

COPY.

RHW/MH.

430/3/73. 31st January, 1946.

Dear Sir,

I am directed to refer to your communication IC/911/76 of the 14th January, setting out in detail the various categories of refugees who may be admitted to the United Kingdom, and as requested a copy of your memorandum has been referred to my Government for their consideration.

In this regard however, I should like to point out that Australia is somewhat differently situated in regard to the admission of refugees from Europe for shipping plays such a tremendous part.

You know of course that there are still some thousands of Australians - mostly women and children - who have been forcibly detained in this country and are now anxious to return to their relatives in Australia, whilst we also have a substantial number of wives and children of Australian Servicemen who married here during the recent war. Most of the husbands have returned to Australia for discharge. In some instances the wives' allotments have ceased and sooner or later some of them will be in straitened circumstances.

In addition there are some hundreds of English girls, fiancees of Australian Servicemen who wish to go to Australia to be married. The amount of shipping available for the carriage of these three categories alone is quite inadequate, and if we were to transport refugees to Australia, it would mean that fewer of those categories already mentioned would be able to travel.

I have no doubt that in due course when shipping is available, Australia will favourably consider the admission of refugees, particularly where there are relatives in Australia who will be prepared to care for them, but in the meantime it is not expected that Australia will be able to relieve the pressure in Europe.

Yours faithfully,

(Sgd.) R.H. WHEELER.

for A/OFFICIAL SECRETARY.

Sir Herbert Emerson,
Director,
Intergovernmental Committee on Refugees,
19, Hill Street,
London, W.1.

46/1/2456

REFUGEES' FUTURE

Allied Views Differ

LONDON, June 2 (A.A.P.).—During the deliberations of the United Nations Committee for Refugees the British representatives opposed the view of the American and Russian members on the kind of organisation that should be set up to deal with the problem.

This has been revealed in the report issued after the final meeting of the committee on Friday.

Britain wanted the problem of the refugees in Europe to be dealt with on a long-term basis by an organisation which should be an integral part of the United Nations Organisation. America and Russia voted in favour of a specialised agency, which was finally approved by the committee.

The report estimates that the number of displaced persons in Europe, the Middle East, and Africa on March 31 was 1,675,000.

It acknowledges the difficulty in deciding between persons who might be war criminals or Quislings and others who are entitled to refuse to return to the countries of their origin.

The report recommends that all Governments concerned should be invited to conclude bilateral agreements to assist the repatriation of refugees and that the new specialised agency should give attention to the refugee problem in the Far East, especially in China.

REFUGEES OR EMIGRES

It says that the agency should be established as soon as possible and not later than January 1 next.

Australia, New Zealand, Canada, Brazil, Colombia, and Dominica all had expressed a desire to open their doors to refugees.

The British member of the committee, Sir George Rendel, argued that if the new organisation were an integral part of UNO it could be working in six months or sooner.

He disagreed with the Polish representative's distinction between emigres and refugees. The Pole had stated, adds the report, that Poland would not force Poles to return to their country against their wishes, but those choosing to remain away from Poland should not be entitled to the assistance of the international organisation.

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

gaze and the knowledge clear in our minds that we must still tread a bloody path to final victory, it would be very strange if we approached consideration of this measure in a spirit of political partisanship. The Minister for Post-war Reconstruction (Mr. Dedman) struck the right note, and it has been sustained with varying degrees of success throughout the debate. Even when criticism has been strongest there has been very little questioning from either side of the House of the motive behind the bill, and I believe that the Government has made an honest attempt, within the limits of the light vouchsafed to it, and subject to the peculiar difficulties with which it is beset, to solve a problem of very great complexity—the problem of restoring hundreds of thousands of men and women to normal living conditions, which have been disturbed in a way hitherto unknown in our history. Although I believe that the bill represents an attempt to do justice to all who come within its scope, nevertheless I see very clearly on its face the marks of the political and social ideologies of the Government. That is inevitable. We do not lightly set aside our basic convictions, and habits of thought frequently control us even against our will. In the political sense, these marks can be seen very clearly in the clauses relating to preference. In the social sense, they can be seen in the provisions relating to women, in which, I grieve to say, the bill is "sicklied o'er with the pale cast" of sex discrimination. It is reasonable to say that most people in Australia believe in some kind of preferential treatment for servicemen. However, they see grave difficulties in the way of providing it, and, because those who see the difficulties have been the most vociferous, we have, true to the modern tendency, allowed the difficulties to grow in our minds to a point at which some people regard them as being entirely insuperable. We are not an ungrateful people; we wish to give just recognition to those who have fought for us. What then are the difficulties which we face? I believe that they are not insuperable, as some people believe, and I do not agree that, since the last war, preference to ex-serv[illegible]emen has been of no value whatever.

Mrs. Enid Lyons.

The system of preference has persisted in many places, where it is undisputed. Private employers all over Australia, even to this day, are prepared to give preference to returned soldiers whenever the opportunity offers. The principle has been established in the hearts of the people, and it is the nearest thing to a tradition that we have in Australia. In the minds of many people, our history began on Anzac Day, 1915, and I should not like that tradition to be discontinued. Not many injustices have been done under the preference system. What are the arguments against it? Some say that, in a world where there will be work for all, there will be no need for preference. But if we should achieve a state in which there is work for all—and we all know the fallibility of human plans—would there be any choice in the matter of jobs, would preference be necessary in order to give effect to our desires? Others say that, in a world where union preference prevails, the worker at least will be provided for. But does that argument hold? If the old union principle prevails, that the last to come shall be the first to go, then the young soldier who was not a unionist before he went to the war must go. That will be an injustice to the young. If, in seven years' time, it will be an injustice to my child that a returned soldier should be given preference over him, is it not also an injustice now for my other son to come back from the war and be given preference over a young lad leaving school? Injustice does not alter with time; the injustice would be as great to-day as seven years hence. The principle of preference is either right or wrong. The whole problem is very largely one of personal responsibility. I believe that preference to ex-servicemen will prevail within the unions because of the decent human feelings of unionists towards fellow members who have suffered what they have not suffered. I believe also that it will prevail outside the unions, even though it be not enforceable by law.

I do not regard the preference clauses of this measure as the most important. The rehabilitation provisions will be the most valuable in the future. I strongly support the idea of preference to ex-servicemen, but I support even more

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

PM:HP

I.14319/18
XBO0180
Dated: 31st May, 1946.
1315
Rec'd: 1st June, 1946.

DECYPHER FROM:

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

D.555. SECRET. Refugees.

We have been giving further thought to the question of the form which the proposed new International Refugee Organisation should take. There seems to be five possibilities.

(1) The new Organisation could have been an integral part of the United Nations as we have always urged. This solution has been turned down by the Refugee Committee as a result of joint pressure from the United States and Soviet Delegates supported by Latin American and Slav groups respectively. It could not now be adopted without complete reversal by the Economic and Social Council of the Committee's recommendations and seeing how deeply committed the United States Government seem to be opposing it there seems little prospect of securing this.

(2) There might be a specialised agency including Slav powers as full partners but under ultimate control of the United Nations. We have tried to leave the door open for this. In our view if the Slav powers are to be full partners, ultimate United Nations control will be essential if we are to avoid danger of their being able to block all effective action. In view, however, of the determined efforts in the Refugee Committee to prevent any kind of United Nations control, it may be difficult to avoid inclusion in the Committee's report of a recommendation against such a solution. In that case we should consider submitting a minority report.

(3) There might be a specialised agency including Slav powers as full partners which however would not be under any effective United Nations control. This is the solution likely to be recommended by the Special Committee. We consider, however, that it would probably be unworkable and would in any case be most satisfactorily as Slav powers have made it clear that their purpose is to prevent any effective assistance being given to political dissidents who constitute the majority of Refugees whom we want to help and their opportunities for obstruction in such a body would be almost unlimited.

(4) There might be specialised agency not under United Nations control but from which Slav powers would be excluded. This seems to be what the United States State Department have in mind, but is likely to be very difficult to secure now that Slav powers have become so deeply committed to the principle of having an effective voice in what is done about their dissident Nationals. Moreover recent indications are that they are determined not to be left out.

(5) There might be a specialised agency not under United Nations control but in which Slav powers should only participate to a strictly limited extent. This limitation might perhaps be secured by arranging that the Executive Committee of the new agency should consist only of representatives of powers making a material contribution to operational expenses of the new body. We are trying for this but if we are out voted may

/have.....

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

PM:HP -2- I.14319/18

have to reserve our right to re-open the question before the Economic and Social Council. If this solution were adopted it might make it less difficult to secure eventual exclusion of Slav powers as suggested under (4).

2. His Majesty's United Kingdom Minister Washington has been authorised to discuss the whole question with the United States State Department before matter comes up in Economic and Social Council.

A/G. MIN. & DEPT. OF EXTERNAL AFFAIRS
" " " " " DEFENCE
" " " " " IMMIGRATION

1st June, 1946.

Seen
3/6/46

Seen
5/6/46

Seen
7/6/46

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

PM:HP

I.14319/18
XB00180
Dated: 31st May, 1946.
1315
Rec'd: 1st June, 1946.

DECYPHER FROM:

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

D.555. SECRET. Refugees.

We have been giving further thought to the question of the form which the proposed new International Refugee Organisation should take. There seems to be five possibilities.

(1) The new Organisation could have been an integral part of the United Nations as we have always urged. This solution has been turned down by the Refugee Committee as a result of joint pressure from the United States and Soviet Delegates supported by Latin American and Slav groups respectively. It could not now be adopted without complete reversal by the Economic and Social Council of the Committee's recommendations and seeing how deeply committed the United States Government seem to be opposing it there seems little prospect of securing this.

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DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

PM:HP -2- I.14319/18

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A/G. MIN. & DEPT. OF EXTERNAL AFFAIRS
" " " " " DEFENCE
" " " " IMMIGRATION

1st June, 1946.

DEPARTMENT OF EXTERNAL AFFAIRS. IMMIGRATION.

CABLEGRAM. **SECRET.**

144.

JEO/MP.

1.14005.
XB0052.
Dated 28th May, 1946.
1601.
Rec'd 29th May, 1946.

Decypher from:

The External Affairs Officer,
LONDON.

368.

My telegram 287. Refugee Committee.

Prolonged sittings have now resulted in the qualified adoption by full committee of reports of sub committees on fact finding and organisation respectively. The final report by Rapporteur will come up for consideration by the committee towards the end of this week.

Considerable time taken up in these discussions reflects the serious differences between points of view which have been disclosed during the conference. On matters of principle it has proved impossible to avoid a sharp divergence of view between countries of origin on the one side and the United Kingdom and United States on the other. It is unlikely that a fully agreed report can now be made and unsolved difficulties will probably have to be gone over again in the Economic and Social Council. However, none of these matters directly affect the so called receiving countries. The main Australian interest for the time being will be the financial arrangements for the proposed international refugess organisation. These will not be settled in the present committee but will probably be referred to a group of committee who will make recommendations regarding the appportioning of administrative and operational costs. We have secured that in principle the finances of the organisation will come under the authority of the general assembly.

I will send further details as soon as the final report has been adopted.

Min & Dept. Immigration.
" External Affairs.

29th May, 1946.

1.146

1/6

DEPARTMENT OF EXTERNAL AFFAIRS,

CANBERRA.

In reply quote No. UN46/ESC/7.

28th May, 1946.

DEPARTMENT OF IMMIGRATION
No 46/1/2456.
DEPT. OF IMMIGRATION
28 MAY 1946
RECEIVED

MEMORANDUM TO -

The Secretary,
Department of Immigration,
CANBERRA. A.C.T.

Special Committee on Refugees and Displaced Persons.

Please find enclosed the following documents of the Special Committee on Refugees -

E/REF/65/Corr.1 - E/REF/71

E/REF/Fact-Finding 10/Corr.1 - E/REF/Fact-Finding/32.

E/REF/Org.Fin.7/Corr.1 - E/REF/Org.Fin.13.

2. Your attention is drawn particularly to the statement (document E/REF/Fact-Finding/11/Rev.1) of the Australian Representative concerning immigration into Australia.

3. These are not the document s which have been sent by sea-bag, and which form the subject of my memorandum of 24th May.

(All documents in list re Colombian proposals)

also Brazil

W.E. Clark
Secretary. 29/5/46

Also Statements by Australia & New Zealand & Canada

LONDON
E/REF/75/Corr.3
CHAPTER I.
15 June 1946
ENGLISH ONLY

REPORT OF THE SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

In the English version of Chapter I, pages 31 and 32 should be removed and replaced by the attached two pages.

In fact, strong opposition was expressed by several delegations to the first formula, while other delegations refused to accept the second. Under these conditions the Sub-Committee decided to leave it to the members of the Plenary Committee to settle this difference.

In the course of the discussion on this point, the following arguments were advanced by the delegations in favour of the first formula:

(a) The members of the military formations referred to above were mobilized in the common interests of the United Nations. Numerous Poles, German Jews and stateless persons, from the beginning of hostilities did not hesitate to enrol in military formations or in pioneer corps where they gallantly did their duty. When they entered into their engagement, the representatives of the States under whose flag they were going to serve did not conceal the fact that after demobilization these States would not be in a position to provide for their needs. In spite of this grave warning, these men did not hesitate to enlist and played their part in the common victory. The United Nations have thus incurred a debt of honour towards them.

(b) The opposition of certain delegations to their benefiting from international financial assistance appeared to be based more on arguments of internal policy than on considerations of justice. It is not because the persons concerned favour regimes which are no longer in power that they should be abandoned to their fate. If it adopted such a narrow and unfair view, the international community would fail in duty.

(c) If the Committee accepted the view of the delegations in favour of exclusion, it would reach the following paradoxical position. While stateless and displaced persons or refugees who are unable or unwilling to avail themselves of the protection of their government and who did not contribute to common victory or to the defence of

their country of residence, would benefit from international financial assistance under Article 2, Part 1, Section A, members of military formations, who are in the same position with regard to their government of origin, but who played an important and glorious part in the common victory, on the battlefield, would be excluded from this assistance.

The delegations holding the second point of view put forward the following arguments:

(a) It is impossible to ask governments whose nationals served the common enemy and later, after the Allied advance took service in an army of the United Nations other than that of their own governments to protect and assist financially nationals who have thus disgraced themselves. These should be considered as traitors. The members of the Vlasov Army are a case in point.

(b) Apart from this extreme case, there are many bodies of troops composed of men who have enlisted in the forces of governments other than that of their country of origin, and who, after fighting the common enemy, have not been demobilized since the end of military operations. They do not conceal the hostile feelings which they entertain towards the government of the country whose nationality they still possess. They at present serve only the State which keeps them with the colours. If these States intend to continue employing them, they are perfectly at liberty to do so. In this case, however, the obligation to maintain them after demobilization, if they do not find employment, falls upon these States alone. It would not be right that after using these corps for many months for their own purposes, the States which employed them should ask their members, when they were no longer needed, to approach the international community with a view to financial assistance to which the governments of their country of origin would be called upon to contribute.

LONDON
E/REF/75/Corr.4
15 June 1946
ENGLISH ONLY

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

FOURTH CORRIGENDUM TO DOCUMENT E/REF/75
(Final Report)

1. It is requested that the following amendments be made in CHAPTER I, of the above-mentioned document:

Page 2, paragraph (d)

Add the following words to sub paragraph (ii):

"Insofar as their situation may be decided by Allied forces of occupation in Germany, in agreement with the Governments of the respective countries".

Page 5, line 22

For "Sub Committee" read "Plenary Committee".

Page 7, line 12

For "taking of a census" read "registration".

Pages 7, 8, 9 and 10

For "census" substitute "registration" throughout.

Page 12, paragraph 2

This paragraph should read as follows:

"The final text adopted for the definition of Refugees entitled or not to benefit of the International protection and assistance has been based on the principle recommended by the delegations referred to in paragraph (b), whilst the point of view expressed in paragraph (a) has been taken into account in the preamble and in the definition of displaced persons".

Page 12, line 13

For "resolutions" read "resolution".

Page 12, line 21

For "attached significance to" read "aimed at providing a certain balance between".

Page 14, line 8

Amend the heading under 4, to read:

"Points of fundamental difference between delegations, which the Committee had to settle by majority votes".

Page 22, heading of paragraph (iv)

For "Paragraph A" read "Paragraph 4".

Page 24, line 7

After the words "Valid objections" add the following words:

"which might be invoked by refugees and displaced persons in order not to return to their countries of origin and to enjoy international protection and assistance".

Page 40, after line 10, paragraph (c)

Insert the following new sentence:

"Moreover, if the IRO formed an integral part of the United Nations, there would be no necessity to conclude a special agreement between the Economic and Social Council and the new organization".

Page 43, line 1

The heading should be numbered "2" instead of "1".

Page 46, paragraph (g), sub-paragraph (1), line 6

For "with that end in view" substitute "to ensure adequate economic assistance to the devastated areas".

Page 60

Insert at end of page the following paragraph:

"The Soviet Republic of Birobidjan. The Soviet delegation has approached its government in order to ascertain whether the Soviet territory of Birobidjan, which has given asylum to a large jewish colony, would be in a position to receive refugees. The reply from the Moscow government is awaited".

2. It is requested that the following amendment be made in

CHAPTER II.

Page 1, line 6

For "been able to ascertain" substitute "found".

LONDON
E/REF/75/Corr.5.
CHAPTER I
15 June 1946
ORIGINAL: ENGLISH

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

FIFTH CORRIGENDUM TO DOCUMENT E/REF/75
(Final Report)

It is requested that the following amendments be made in CHAPTER I, of the above-mentioned document:

Page 2

Amend lines 9 and 10 to read:

"with the future of genuine refugees or displaced persons".

Page 6, paragraph 4, line 3

For "Section 4" read "Section 5".

Page 8, paragraph (a), lines 8 and 9

Delete the words "attached to the Report".

Page 53, line 24

After "Member States" add "of the United Nations".

Page 59, at the end of line 16

Add "a year".

DEPARTMENT OF EXTERNAL AFFAIRS. IMMIGRATION

SECRET.

CABLEGRAM.

[illegible]c/RS

DECYPHER TO :

O. 9006
Dated 7th May, 1946.

EXTERNAL AFFAIRS OFFICER,
LONDON.

303.

Your 287 - Refugee Committee.

1. In our view budget of Refugee Organisation should be tied to United Nations budget, and extent to which organisation would have authority over funds would be determined by Assembly (see Preparatory Commission Report, Chapter 3 Section 5, paragraphs 26 to 30).

2. Views expressed in your 288 approved. Please substitute "carefully" for "sympathetically" in last paragraph.

E.A. (in c/w. draft of 7.5.46)
Immigration

8th May, 1946.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

7144.

JEO:NB

I.11876.
XB0023

DECYPHER FROM :

Dated 4th May, 1946.
1125

EXTERNAL AFFAIRS OFFICER,
LONDON.

Received 5th May, 1946.

Important.

288. My 287. Refugee Committee.

In response to an enquiry from the fact finding sub committee I propose to make a statement which follows the lines laid down in your telegram 268 and concluding about the Australian Government will not initiate any large scale plan of immigration unless it is possible, within reasonable limitations to ensure the economic future of intending migrants, to meet the obligations to our community. The Australian Government is mindful of its obligations to humantarian point of view, and will never be found lacking in this respect.

The Government is fully appreciative also of the needs of these people. For the present however, it is regretted that we are not in a position to indicate what proportion of the total number of refugees we would be prepared to accept as new settlers in our country.

Would like your comments on addition of the following sentence - " In the meantime Australia will co-operate with any agency which is set up to handle the question of refugees and with in the limitation stated will examine sympathetically specific proposal for resettlement which the agency may forward.

Carefully

HOOD.

Mr Jockel

ACTING MIN. & DEPT. EXTERNAL AFFAIRS.
MIN. & DEPT. IMMIGRATION.

6th May, 1946.

(Mr Ross)

I discussed this with Mr Hood who said "sympathetically" to avoid use of word "carefully". I phoned Mr Jockel & suggested "carefully" - but "will be subscheduled for careful consideration" - OC.

7/5/46

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

7144.

PA:NB

I.11833.
XB00194.
Dated 3rd May, 1946.
1650.
Received 4th May, 1946.

DECYPHER FROM :

EXTERNAL AFFAIRS OFFICER,
LONDON.

287. My 278. Refugee Committee.

Discussion has proceeded this week on the United States proposal mentioned in paragraph 3 of my 278. Progress has been slow, due to a lengthy digression on a procedural matter and to the fact that no meetings were held on May Day.

United Kingdom strongly contended that relative merits of various proposals as to the structure of organisation should be examined in detail in the sub committee. This view however did not prevail, and discussion took place in the full committee. We again made a statement on the lines of your 245 but decision was made by 125 votes to 6 in favour of a specialised agency.

A second sub committee will now be appointed to discuss status, form, name and composition of specialised agency, relationship with U.N.O., and question of finance with a view to equitable distribution of administrative and operative costs. Glad to learn whether you have anything further to add to paragraph 3 of your 245 in this connection., and whether you have any views concerning budgetary arrangements. Please advise at earliest.

ACTING MIN. & DEPT. EXTERNAL AFFAIRS.
MIN. & DEPT. IMMIGRATION.

6th May, 1946.

THIS IMAGE IS REPRODUCED FROM A DAMAGED PAGE
WITH A PORTION OF THE INFORMATION MISSING.

DEPARTMENT OF EXTERNAL AFFAIRS. IMMIGRATION

CABLEGRAM. **SECRET.**

7144.

45/1/5536

PA:MMD

I.11361.
XBO0228.

DECYPHER FROM:

Dated: 28th April, 19
1144.

THE EXTERNAL AFFAIRS OFFICER,
LONDON.

Rec'd: 29th April, 1

278.

Refugees Committee. My 274.

General discussion on the new organisation ended on Thursday. We made a statement on the lines of your 245. New Zealand made a similar statement. Present indications are that the majority of the committee prefer a specialised agency.

Establishment of sub-committees was then discussed. Canada proposed two sub-committees, one fact finding with terms of reference briefly as in paragraphs 2 (A), 2 (B), and 2 (E), of my 245, the other structural, to deal with matters referred to in paragraphs 2 (C) and 2 (D) of my 245.

These proposals received general support as being the best way of beginning real work and producing report in allotted time. United States delegate proposed, however, that committee should determine immediate y that new organisation should be a specialised agency as a means of limiting structural sub-committees field of work. This suggestion was strongly opposed by the United Kingdom and France, who desired fuller consideration of alternative proposals. In view of the matters of principle involved, discussion on United States suggestion was deferred until Monday.

Committee then proceeded with the election of fact finding sub-committee and following delegates were elected - United Kingdom, United States of America, Union Socialist Soviet Republic, France, Belgium, Australia, Yugoslavia, Poland, Brazil, Byelorussia, China.

A/G. MIN. & DEPT. EXTERNAL AFFAIRS(UN/46/ESC/7)
" " " IMMIGRATION.

29th April, 1946.

1/5/46

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

MP/FF

I.11174
XB00805
Dated 25th April 1946
1730
Recd. 26th April 1946

DECYPHER FROM:

The External Affairs Officer,
LONDON.

544. Refugee Committee.

My 265. On resumption of meetings Chairman sought vote of confidence in his action in ruling out of order the Yugoslav contention. This was carried by 10 votes to 1, and general discussion on new organisation was resumed. France, United States, United Kingdom, Belgium, Byelorussia and Canada have made general statements. United Kingdom and Canada felt that new organisation should be integral part of United Nations Organisation, Byelorussia that it be specialised, ø and temporary, United States and Belgium that it be closely related to United Nations Organisation but autonomous. France proposed as compromise that

(a) There be set up under Article 22 of Charter and international commission to handle policital and administrative problems and carry out the directives of the General Assembly, and

(b) That a specialised agency under the control of the international commission undertake technical work of protection and assistance.

Each speaker also referred to budgetary arrangements for new orgnation.

Netherlands have suggested that to prevent delay a provisional bureau should be established within the framework of the Secretariat of Economic and Social Council. This bureau would start investigations as soon as Economic and Social Council approves Committee's report.

It is expected that general discussion will finish Thursday, when consideration will be given to establishment of subcommittees to undertake detailed work.

A. Min ' Dept of E.A. (attn)
" " Immg.

ø mutilated Indndnt

26th April 1946.

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

JES:HP

O.7784
Sent: 18th April, 1946.

DECYPHER TO:

EXTERNAL AFFAIRS OFFICER,
L O N D O N.

268. Reference your 245 of 10th April paragraph 3. Refugees Committee.

Immigration authorities advise that large scale migration into Australia is governed by the housing problem, rehabilitation of the services and shipping shortage which may continue for two or three years.

2. Seven thousand refugees from Nazi oppression were admitted in the two years before the war and landing permits have been issued for over 4,000 of their relatives for whom they have guaranteed maintenance. Very few of these will obtain transport before 1947.

3. Australia's general immigration policy is indicated in Ministerial statement on Migration Policy of 2nd August.

EXTERNAL AFFAIRS(RE UN/ESC/7)
IMMIGRATION

23rd April, 1946.

Canada.

3

United Nations

ECONOMIC AND SOCIAL COUNCIL

Nations Unies

CONSEIL ECONOMIQUE ET SOCIAL

LONDON
E/REF/FACT-FINDING/17
9 May 1946
ORIGINAL: ENGLISH

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

FACT-FINDING SUB-COMMITTEE

STATEMENT BY THE CANADIAN DELEGATE.
4 May 1946

IMMIGRATION TO CANADA

Immigration to Canada is at present restricted to British subjects who are within the following classes:

(1) Bona fide agriculturists with sufficient means to engage in farm operations in Canada.

(2) The wife and children under eighteen of a person living in Canada who is in a position to receive and care for his dependents.

(3) The fiancee of a person resident in Canada and who is in a position to receive and marry his fiancee immediately on her arrival.

There is difficulty in arranging for the movement to Canada even of persons within these categories because of the lack of inspectional facilities and also because of the critical shipping situation.

At the present time the formulation of a new Immigration policy for Canada is being deferred until provision is made for the return to civilian life and the re-employment of Canadian ex-Servicemen. This task of demobilization involves the movement of several hundred thousand people, in many cases from overseas, and when the wives and children of Servicemen returning from abroad are taken into consideration, it embodies in itself a very considerable migration. As soon as this movement has been completed, the Canadian Parliament should be in a position if it so desires, to consider and formulate a new Immigration policy.

DEPARTMENT OF IMMIGRATION.

No.

ACTING SECRETARY:

After reading Cable No.245 dated 11th April,1946 to the External Affairs Officer, London, dealing with the Committee on Refugees, the Minister dictated the following instructions:-

> "Tell Mr. Dunk that all matters affecting refugees naturally include, at this stage, the question of their dispersal from Europe and reception in overseas countries. This aspect of the matter is one for the Department of Immigration to advise upon and I desire that there should be consultation on an official level with my Department before any instructions are sent to Australian representatives".

R.G. Armstrong
Private Secretary.
16/4/46.

Mr Dunk has been away, but I conveyed Mrs message to him today & he said he would see that in any matter affecting the Dept. there would be consultation before instns were sent to Australian representatives.

16/4/46

(I also discussed the question with Mr Milner, who is dealing with Cablegram relating to the Refugees Ctee. D)

DEPARTMENT OF EXTERNAL AFFAIRS

CABLEGRAM. **SECRET.**

MP/MP.

1.10859.
XB00153.
Dated 18th April, 1946.
2035.
Rec'd 19th April, 1946.

Decypher from:

The External Affairs Officer,
LONDON.

265.

My telegram 245. Refugees Committee.

Progress has been virtually nil in the last week. Much time was spent initially on discussion of definition of classes of persons constituting "refugees" and "displaced persons" for the purposes of the work of the Committee. Views put forward by Poland, Yugoslavia, U.S.S.R., Byelo-Russia and Ukraine tended to exclude from definition all persons who were unwilling to return to their country of origin because of disagreement with the existing regimes and in other respects also were much more restrictive in their bearing than those of the United Kingdom, United States and other delegations. As no conclusion was reached in full committee matter was referred to special sub committee which is still sitting and cannot report until next week.

Meanwhile discussion has continued on proposed plan of work referred to in my telegram 245. It was hoped to finish this today enabling at any rate the two or three main sub committees to be set up first thing after the holidays, but progress has been held up by repeated and determined attempts on the part of Yugoslav delegate to get the committee to agree to institute an investigation into conditions in refugee and displaced persons camps in Italy and Germany. Yugoslavia contended that these camps were being used as rallying points for elements hostile to the Tito regime, and that it was the first business of the committee before proceeding with any plans for setting up an international organisation to ensure that these persons were dealt with. A Franco Belgian resolution giving some support to the Yugoslav contention was finally ruled out of order this morning on the ground that Yugoslav allegations touched on matters outside the committee's terms of reference. This led to heated exchanges between Yugoslavia and Chairman, in the course of which the Yugoslav threatened to withdraw from the committee. On this note the committee adjourned until after Easter.

From what has happened, it is unfortunately clear that the committee has become badly entangled in political issues and careful guidance will be necessary on resumption to restore the discussion the discussion to their intended basis i.e. that of making positive recommendations to the Social and Economic Council.

In the course of general discussion, Brazil and Domincan Republic made statements of their readiness to accept substantial numbers of European refugees. It is probable that in the sub committee stage specific enquiries

Speak to Wrong

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. SECRET.

MP/MP. 2. 1.10859.

will be made on the attitude of the various so called receiving countries. For this purpose I would be glad to know whether there is anything I can add to the existing official statements of the Australian Government's immigration policy.

Act. Min & Dept External Affairs.
Min & Dept. Immigration.

21st April, 1946.

45/1/5536

BA

26th April, 1946.

The Secretary,
Department of External Affairs,
CANBERRA, A.C.T.

COMMITTEE ON REFUGEES AND DISPLACED PERSONS

I refer again to your memorandum of the 10th April, UN.46/ESC/7, and my reply of the 23rd April, relative to a telegram said to have been sent to the UNRRA Assembly Centre in Austria, asking for a selection to be made of suitable displaced persons at present in Austria for migration to Australia.

It has now been ascertained that in October last the Minister sent a cablegram to Mr. Wheeler, Chief Migration Officer, London, asking him to communicate with Mr. Wm. C. Rees, Deputy Director, UNRRA, DP Assembly Centre, Judenburg, Austria, advising him that in accordance with a suggestion made by the latter, he would welcome information regarding persons of good health and character desirous of settling in Australia.

It appears that Mr. Rees, who is personally known to Mr. Calwell, not only compiled a list of persons under his immediate observation, but had suggested to UNRRA Headquarters in Austria (British zone) that other Australians in the field might co-operate in obtaining information which would be useful to the Minister in connection with future migration plans. This led to a direction from the Central Headquarters, Vienna, that no further action should be taken by any member of UNRRA in connection with the project raised initially by Mr. Rees, as it was not a matter for UNRRA to arrange settlement of displaced persons, save in exceptional circumstances.

As pointed out in my memorandum of 23rd April, the Minister fully appreciates that the action taken by Mr. Rees was only to supply information which would be useful, and that it was not expected that UNRRA officials would arrange for the migration of any displaced persons to Australia.

(A. R. Peters)
Acting Secretary.

(see Dept. file
46/3/5412
last forwarded
Mr Rees)

45/1/5536

BA

23rd April, 1946.

The Secretary,
Department of External Affairs,
CANBERRA, A.C.T.

COMMITTEE ON REFUGEES AND DISPLACED PERSONS

With reference to your memorandum of the 10th April, UN.46/ESC/7, I desire to inform you that this Department has no record of a telegram being sent to the Director of the United Nations Relief and Rehabilitation Administration Assembly Centre in Austria, asking for a selection to be made of suitable displaced persons at present in Austria for migration to Australia.

The Minister also cannot recollect having caused a telegram to be sent, but thinks an enquiry might have been made on his behalf by the United Nations Relief and Rehabilitation Administration officials afteran interview with him at Canberra. I have been unable to verify that such action was taken.

In any case, the Minister fully appreciates that it would not have been a matter for the United Nations Relief and Rehabilitation Administration officials to select displaced persons for migration to Australia, and that all that they could do would have been to furnish information which might be useful when circumstances permitted the introduction of suitable migrants from Europe.

The general position as it stands at present with regard to the migration of displaced persons to Australia is set forth in my memorandum of the 27th March, 1946, a copy of which was sent to the Chief Migration Officer, Australia House, London, on the 29th March.

If you have not already sent a copy of that memorandum to your representative, it is suggested that his attention be invited to the copy sent to the Chief Migration Officer. It may be added that the number of 3,000 mentioned in the last paragraph of that memorandum should now read "over 4,000."

(A. R. Peters)
Acting Secretary.

(See over further minute of 26/4/46)

45/3/609

COMMONWEALTH OF AUSTRALIA.

DEPARTMENT OF IMMIGRATION
No. 1/1

DEPARTMENT OF EXTERNAL AFFAIRS.

UN.46/ESC/7.

CANBERRA. A.C.T.

10th April, 1946.

MEMORANDUM TO -

The Secretary,
Department of Immigration,
CANBERRA. A.C.T.

11 APR 1946
Recd 10/4/46

Committee on Refugees and Displaced Persons

The following communication from the Dominions Office to Australia House has been forwarded to this Department, with the comment by the Australian Representative on the Committee on Refugees that the instructions referred to in the last sentence should be sent as soon as possible.

Bob Penfold ?

"I am directed by Viscount Addison to state for the information of the Resident Minister, that the European Regional Office in London of U.N.R.R.A. has referred to the Foreign Office a request which has been made by telegram from the Australian Immigration authorities in Canberra to the Director of our Assembly Centre in Austria for the selection of suitable displaced persons at present in Austria, for emigration to Australia.

As the Minister will no doubt be aware, the question of the resettlement of Displaced persons is not a matter with which the U.N.R.R.A. authorities are concerned. The future of displaced persons who have expressed final and definite objections to returning to their countries of origin is among the questions to be considered by the Refugees and Displaced Persons Committee of the United Nations Economic and Social Council (Document E/15/Rev.1) which is to meet in London on 31st March. As Australia is represented on that Committee, the Minister may think it desirable to suggest to the authorities in Canberra that appropriate instructions regarding any facilities for the emigration to Australia of Displaced Persons might be sent at an early date to the Australian representative."

2. Urgent advice of any instructions you might wish to make to the Australian representative would be appreciated.

P Meadows
for Secretary.

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

45/1/5586

RS:HP

O.7155

DECYPHER TO:

Sent: 11th April, 1946.

EXTERNAL AFFAIRS OFFICER,
LONDON.

IMMEDIATE.

245. Your 236. Committee on Refugees.

1. Our preference is to make organisations of a social and welfare character an integal part of the United Nations, either under the Economic and Social Council or as a subsidiary organ of the Assembly. (See cablegram 54 of the 31st January to the Dominions Office which outlined our proposals for establishment of an international health organisation). Also, we prefer that the budget of such organisations should be consolidated with the United Nations Budget. We feel that so far the functions and responsibilities entrusted by the Charter to the Assembly and the Economic and Social Council have not been sufficiently taken into account in establishing such organisations. In this case we feel also that the political nature of the work makes it particularly necessary that the Organisation should be accountable to the United Nations.

2. This approach is similar to the orginal policy on Refugees of the United Kingdom. (See cable D.39 of 8th January from Dominions Office). It was then represented that the political problems involved could be met only within the United Nations, and that the United Kingdom would have great difficulty in having separate grants voted for an organisation with a separate budget.

3. If a specialised agency is likely to be favoured by the Committee, we would desire to have it established at a conference convened by the Economic and Social Council, and linked as closely as possible with the Council in all phases of its work.

4. In any event the functions of the organisations should not be limited and it must have the authority and capacity to carry out the principlies of the Assembly Resolution.

5. Concerning agenda item 6 (your telegram 188) we do not object to temporary postponement if thought reasonable in all the circumstances.

MIN. AND DEPT. OF E.A.(FILE UN.46/ESC/7)
" " " " IMMIGRATION

12th April, 1946.

PA/FF

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

I.10087
XE00101

CABLEGRAM. SECRET.

Dated 10th April 1946
1440
Recd. 11th April 1946

DECYPHER FROM:

The External Affairs Officer,
LONDON.

245 Refugees Committee.

My telegram 236.

Under the Chairmanship of McNeil (with the Polish and Czech Delegates respectively First and Second Vice-Chairmen) the first two days discussion dealtentirely with arrangements for the Committee's work. Two main points have been decided:-

1. That the Committee should work to a timetable permitting submission of a report to the Economic and Social Council by 2nd May. Poland supported by U.S.S.R., Yugoslavia, Byelorussia and Ukraine had urged that the date of submission should be 20th July but it was clear that the terms of reference did not allow this.

2. That while the Committee's terms of reference had no geographical limit, first priority should be given to consideration of the question of refugees of European origin.

3. Discussion is now proceeding on the Chairman's proposal to set up subcommittees for the following purposes:-

(a) To obtain data re the approximate number of refugees and displaced persons involved and to make recommendations on methods of screening collaborators and other undesirables.

(b) to obtain data re possibilities of resettlement and in particular to ascertain from countries in a position to receive refugees approximately what numbers and if possible what proportion of the total each country is likely to be willing to receive.

(c) To work out in detail the form, status, composition and constitution of new machinery required for long term handling of repatriation, resettlement etc.

(d) To recommend financial arrangements covering both administrative and the operative functions of future organisation.

(e) To consider the Far Eastern aspect of the problem and to assure that nothing in the recommendations of the other subcommittees was likely to conflict with the requirements arising in the Far East. It is proposed that this Sub Committee should be appointed after the other Sub Committees have began their work. I assume that you will wish that Australia should if possible be represented on the Sub Committee (b).

Hood.

Min & Dept of E.A. (UN46/ESC/7) attn Immigration
" "

11th April 1946.

BA

11th April, 1946.

The Secretary,
Department of External Affairs,
(External Communications)
CANBERRA, A.C.T.

I am directed to request that you will kindly send a cablegram to the Resident Minister, London, in the following terms:-

"For Beasley from Calwell. Your telegram 107. Copies Haylen's report were posted Dunbabbin by Department Information last Friday and should already have reached London. Further six copies posted you by airmail today. Presume cabled summary not therefore necessary. Report was tabled in House Representatives on 5th April and has yet to be considered by Cabinet and Parliament."

See file 45/5/563 for cable which was sent
AH 17.4.46

(A. R. Peters)
Acting Secretary.

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

ML/RS

I. 9935
XB0042
Dated 9th April, 1946.
0040
Received 10th April, 1946.

DECYPHER FROM :

RT. HON. J.A. BEASLEY, M.P.,
AUSTRALIAN RESIDENT MINISTER,
LONDON.

107. IMPORTANT.

For Calwell from Beasley.

Please cable substenance of Haylen's report for information of Representatives Committee Economic Council on Refugees and Displaced Persons and advise any decisions given in regard thereto also forward six copies report by first airmail.

Min. & Dept. Immigration (attn.)

10th April, 1946.

Mr Nutt 11/4/46

Six copies will be sent by today's airmail - should reach London by Monday. Cabled summary would be difficult & unsatisfactory for information of Econ Council

A.S.

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

O.6918

TMcE.

DECYPHER TO:

Sent: 8th April, 1946.

EXTERNAL AFFAIRS OFFICER,
LONDON.

238. IMMEDIATE.

Please advise the Secretary of the Committee of Refugees and Displaced Persons that Mr. T.M. Nulty of Australia House has been authorised to act as Advisor to the Australian Representative in place of Major Wheeler.

Dept. E.A. (Re draft of 8/4/46)
" Immigration

9th April, 1946.

I told Mr Heeler that Mr Dept agreed & Mr Nulty met Mr Wheeler a few days before he left on leave last month

8/4/46

DEPARTMENT OF EXTERNAL AFFAIRS.

SECRET.

CABLEGRAM.

SMcC/FF

I.9660
XB00252
Dated 5th April 1946
1705
Recd. 6th April 1946

DECYPHER FROM

The External Affairs Officer,
LONDON.

233 IMMEDIATE

Reference your 210 of 27th March. Refugees Committee.

The Resident Minister has directed Wheeler to take leave for a month for health reasons. The Minister has agreed to release a substitute from the Migration Section at Australia House, T. M. Nulty who has had much experience on the alien side of migration. Am assuming your concurrence in fotifying Secretariat. Would appreciate immediate advice whether Nulty is accordingly to be accredited in lieu of Wheeler.

Min & Dept of E.A. (attn)
" " Immigration
6th April 1946

I told Mr Holmes in response to inquiry - no objn
A Stephens
8/4/46

45/1/5536

MC

27th March, 1946.

The Secretary,
Department of External Affairs,
CANBERRA. A.C.T.

Australian Representation on the Committee on Refugees and Displaced Persons.

With reference to your memorandum of the 22nd March, No. UN46/ESC/7, I desire to inform you that the Minister is agreeable that Mr. R. H. Wheeler, Chief Migration Officer, Australia House, should be nominated as Adviser to the Australian Representative on the abovementioned Committee.

With regard to the large scale immigration plan to which the Australian Delegate made reference in his speech to the General Assembly, I attach copy of the Minister's statement on Immigration policy which he made to Parliament on the 2nd August, 1945. It should be noted that it will not be practicable to embark on any large scale migration schemes until shipping becomes available, which may not be for two or three years yet, and also that migration from overseas will have to be governed by other considerations such as the primary need of rehabilitating our own ex-service men and women and of overtaking as far as possible the acute housing shortage.

During the two years prior to the outbreak of war, approximately 7,000 refugees from Nazi oppression were admitted to Australia.

A large number of these have applied for landing permits in favour of close relatives who also come within the categories of displaced persons or victims of Nazi oppression.

Landing Permits have already been issued in favour of approximately 3,000 nominees of this class, in respect of whom the relatives in Australia have furnished guarantees for maintenance. It is not expected that these people, with very few exceptions, will be able to obtain transport to Australia before the year 1947.

(A. R. PETERS)
Acting Secretary.

The Chief Migration Officer,
Australia House,
LONDON.

(Transmitted through Department of External Affairs, External Communications).

Forwarded for your information.

(A. R. PETERS)
Acting Secretary,
Department of Immigration.
29/3/46.

COMMONWEALTH OF AUSTRALIA.

DEPARTMENT OF EXTERNAL AFFAIRS.

No. UN46/ESC/7.

22nd March, 1946.

MEMORANDUM TO:-

The Secretary,
Department of Immigration.
CANBERRA. A.C.T.

Australian Representation on the Committee on Refugees and Displaced Persons.

On the 15th March a message from the Secretary-General of the United Nations invited the Australian Government to communicate the names of a representative, alternate, and adviser to the meeting of the Committee on Refugees to start on 8th April. On the 12th March the Conference Department of the Foreign Office requested the earliest possible advice on the Australian Delegation in order to make accomodation arrangements.

Background to the Committee.

For the last few years, the major organisation handling the problem of refugees have been UNRRA and the Inter-governmental Committee on Refugees. For some time this arrangement has been regarded as unsatisfactory owing to the temporary nature of UNRRA and the limited authority and resources of the Intergovernmental Committee.

The matter was placed on the agenda of the General Assembly as one of urgency and was thrashed out in the appropiate Committee and the Assembly itself. In the discussion deep differences emerged, the principles of the Charter were widely invoked and widely opposing views appeared both on the extent of the problem and the desirability of an international organization. It was clear that the clash of viewpoints was due to the highly political character of the problem, and much of the lengthy debate centred on political and social principles.

Eventually a majority vote passed a resolution calling on the Economic and Social Council to set-up a committee to examine the problem thoroughly, and also outlining certain principles for the Committee to observe.

The Committee.

[The Resolutions of the General Assembly and the Economic and Social Council are both contained in the attached document.] The Council acted on this resolution and established a committee to examine in detail the problem. The Committee is given power to consult with the authorities of UNRRA and the Intergovernmental Committee; to establish sub committees in order to carry out investigations and field trips; it may take evidence from such bodies as it thinks fit. Its work includes the preliminary consideration

of the question of the recognition or establishment of an international body.

The Chairman suggested for the composition of the committee the following members: Brazil, Canada, China, Belgium, Dominican Republic, France, Lebanon, Netherlands, New Zealand, Peru, Poland, United Kingdom, Soviet Union, United States and Yugoslavia. The Soviet Delegate requested the appointment of Ukraine, Byelorussia and Czechoslovakia, and the United States Delegate immediately suggested Australia and Colombia. All these suggestions were adopted.

Australian Representation.

1. It is apparent from the foregoing that the Australian Representative should be familiar with the structure of the United Nations, and should be familiar with general political issues as it is reasonably certain that issues of a political character will be re-opened in the Committee.

2. On the other hand, it is clear that the detailed work of the Committee requires that an advisor be nominated with experience of this side of the problem. Major R. H. Wheeler, Migration Officer, Australia House, who represented Australia as Alternate Delegate to the Fourth Plenary Session, 1944, of the Intergovernmental Committee, has been suggested for this appointment by this Department upon your recommendation.

Australian Policy.

The Australian Delegate, in his speech to the General Assembly during the debate on refugees, made reference to the large-scale immigration plan of the Australian Government. We would appreciate any information about this, or related matters, which might be of assistance to the Australian Delegation to the Committee. Also, any views which you have on the technical aspects of the Committee's work would be appreciated.

for Acting Secretary.

United Nations *Nations Unies*

ECONOMIC AND SOCIAL COUNCIL **CONSEIL ECONOMIQUE ET SOCIAL**

E/15.
14 February 1946.

ORIGINAL: ENGLISH.

4

REPRESENTATIVE OF THE UNITED STATES OF AMERICA

SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

THE ECONOMIC AND SOCIAL COUNCIL,

1. Considering that the General Assembly, on 12 February 1946, adopted a resolution in the following terms:

"THE GENERAL ASSEMBLY,

"recognizing that the problem of refugees and displaced persons of all categories is one of immediate urgency and recognizing the necessity of clearly distinguishing between genuine refugees and displaced persons, on the one hand, and the war criminals, quislings, and traitors referred to in paragraph (d) below, on the other:

"(a) DECIDES to refer this problem to the Economic and Social Council for thorough examination in all its aspects under item 10 of the Agenda for the First Session of the Council and for report to the Second Part of the First Session of the General Assembly;

"(b) RECOMMENDS to the Economic and Social Council that it establish a special committee for the purpose of carrying out promptly the examination and preparation of the report referred to in paragraph (a); and

"(c) RECOMMENDS to the Economic and Social Council that it take into consideration in this matter the following principles:

"(i) this problem is international in scope and nature;

"(ii) no refugees or displaced persons who have finally and definitely, in complete freedom, and after receiving full knowledge of the facts including adequate information from the governments of their countries of origin, expressed valid objections to returning to their countries of origin and who do not come within the provisions of paragraph (d) below, shall be compelled to return to their country of origin. The future of such refugees or displaced persons shall become the concern of whatever international body may be recognized or established as a result of the report referred to in paragraphs (a) and (b) above, except in cases where the government of the country where they are established has made an arrangement with this body to assume the complete cost of their maintenance and the responsibility for their protection;

"(iii) the main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin. Such assistance may take the form of promoting the conclusion of bilateral arrangements for mutual assistance in the repatriation of such persons, having regard to the principles laid down in paragraph (c) (ii) above.

"(d) CONSIDERS that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings, and traitors, in conformity with present or future international arrangements or agreements;

"(e) CONSIDERS that Germans being transferred to Germany from other States or who fled to other States from Allied Troops, do not fall under the action of this declaration in so far as their situation may be decided by allied forcesof occupation in Germany, in agreement with the Governments of the respective countries."

ESTABLISHES A SPECIAL COMMITTEE ON REFUGEES AND DISPLACED PERSONS

2. The function of the Committee shall be to carry out promptly a thorough examination in all its aspects of the problem of refugees and displaced persons of all categories, and to make a report thereon to the Council at its Second Session.

3. In making this examination and in preparing its report, the Committee shall take into consideration the principles set forth in paragraphs (c), (d) and (e) of the resolution of the General Assembly cited above. It shall take into account the verbatim records with regard to refugees of the Third Committee of the General Assembly. It shall further take into account the unanimous expression in the Report of the Third Committee of the General Assembly of its sympathy with the Spanish Republican refugees, and its strong view that the Economic and Social Council should examine their case with particular care and attention.

4. The Committee shall be composed of the following Members of the United Nations:

5. The Director of the Intergovernmental Committee on Refugees and the Director General of the United Nations Relief and Rehabilitation Administration, or their representatives, shall be invited to sit with the Committee in a consultative capacity.

6. The Committee shall elect its own officers.

7. The Committee may establish such sub-committees as may be necessary for all aspects of its work, including the carrying out of investigations or field trips. It shall have the right to take evidence from or consult with such persons or bodies as it deems appropriate.

8. The Committee shall meet in London not later than 1 April 1946 [8 March]. It shall hold itself at the disposal of the Council until the convening of the Third Session of the Council.

9. The Report of the Committee, after revision pursuant to directions given by the Council, shall be communicated by the Secretary-General to the Members of the United Nations not later than ---45---- days prior to the convening of the Second Part of the First Session of the General Assembly on 3 September 1946. The report, together with the comments of the Members, shall be reviewed by the Council at its Third Session and the observations and recommendations of the Council thereon transmitted to the General Assembly.

DRAFT TELEGRAM TO SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON.

NO:

DATE:

Committee on Refugees .

We would ~~be grateful for advice of~~ appreciate your views ~~on the~~ as to items for the provisional agenda, and ~~views~~ any proposals you intend to make.

25.3. 1946

Distribution: Immigration

DEPARTMENT OF EXTERNAL AFFAIRS.

Immigration.

CABLEGRAM.

SECRET.

RS[redacted]C

I.785

Decypher from

SC.69.

Dated - 8th January, 1946.

The Secretary of State
for Dominion Affairs,
London.

2132.

Rec'd - 10th January, 1946.

D.39. Secret. Refugees.

We are anxious that the question of assumption by the United Nations Organisation of the responsibility for dealing with the refugee problem, the importance of which is steadily increasing should be discussed at an early session of impending General Assembly. On initiative of United Kingdom Government motion was adopted by Preparatory Commission providing for this, and also for placing the question on the agenda of the Economic and Social Council. The following is an outline of the position as we see it.

UNRRA

2. The United Nations Relief and Rehabilitation Association has limited the task of repatriating persons displaced as a result of the war and caring for them and for certain others for a "reasonable period" in certain areas, but it is essentially a temporary organisation. The inter-Governmental Committee on refugees, which was created to cope with the special emergency situation resulting from Nazi persecutions, is in our view inadequate for dealing with a problem of this magnitude.

3. In the view of the United Kingdom Government, the United Nations Organisation is the most suitable body to tackle a problem of this kind successfully. Its budget provides automatically proper financial machinery, and its assembly offers a suitable forum both for defending the rights of refugees and assuring them of justice, and for ensuring that they are not exploited by any side or party for political or ideological reasons and do not constitute a focus for intrigue.

4. A separate specialised agency outside the framework of the United Nations Organisation would in our view not meet the case. Its funds would have to be separately voted, and we for our part should have great difficulty in getting Parliament to vote separate grants to a separate International Organisation of this kind. The political problems involved could not be adequately, fully or sufficiently openly discussed by all concerned, and even from the point of view of the Soviet Union and their associates, the position would be less satisfactory, as it would be more difficult to take adequate precautions against the refugee question being used for political purposes.

5. The Russian group may well oppose any scheme of relief for former nationals of East European states who will not or cannot accept new regimes in these states but any such opposition could in our view be better met in the United Nations Assembly than elsewhere. Nor are these the only class of refugees in question. The victims of totalitarian regimes such as Spanish republican refugees would also benefit by the creation of an adequate refugee organisation within the framework of the United Nations Organisation.

Seen D 11/1/46

(Appt. support this proposal — see 45/1/5536

IMMIGRATION.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

PM/ML

O.1062.

DECYPHER TO-
THE AUSTRALIAN DELEGATION,
UNITED NATIONS ASSEMBLY,
L O N D O N.

Sent 16th January, 1946.

UND.4. IMMEDIATE:

For Australian Delegation. Reference Dominions Office Telegram D.39, refugees. We are interested from migration angle particularly. Since we are not on Economic and Social Council, endeavour should be made during Assembly discussion to secure Australian representation on any organ set up to handle refugees which might have migration (learning ? bearing) of interest to Australia.

Min. & Dept. E.A.
" " Immigration
17/1/46.

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM. **SECRET.**

S/HE.

I. 2336.
XB00285.
Dated 26th January, 1946.
1340.
Received 27th January, 1946.

DECYPHER FROM:

AUSTRALIAN DELEGATION,
UNITED NATIONS ASSEMBLY,
L O N D O N.

IMMEDIATE

600.

Assembly 28.

1. Discussions of Refugees commences Monday. United Kingdom have circulated a paper giving history of International machinery for dealing with refugees and stressing inadequacy of inter-Governmental Committee stating that -

(a) there is no contractual obligation on Countries (except for minor administration expenses) operational expenses being borne by United Kingdom and United States alone.

(b) resources and organisation are too small.

2. The Paper proposes that Refugee question should be referred to the Economic and Social Council for thorough examination and report to second part of Assembly Session.

Min. & Dept. of External Affairs.
" " " Immigration.
" " " Defence.

27th January, 1946.

DEPT. OF IMMIGRATION.
DEPARTMENT OF EXTERNAL AFFAIRS.

45/1/10536

SECRET.

CABLEGRAM.

I.2661.

JT/ML XBOO 62.

DECYPHER FROM :

THE AUSTRALIAN DELEGATION,
UNITED NATIONS
ASSEMBLY,
L O N D O N:

Dated 29th January, 1946.
1312.
Received 30th January, 1946.

643. Immediate:

Assembly 34:

1. The refugees debate opened with an attempt by the Union of Soviet Socialist Republics to shelve discussion as the matter was before the Economic and Social Council. After hearing the protests, the Union of Soviet Socialist Republics withdrew. The United Kingdom stressed the urgency and attacked the Yugoslav paper which asserted that the problem was no longer an important international question. The United Kingdom said that persons unwilling to return home because they were out of sympathy with Governments should not be forced to do so and should be assisted internationally. Reference was made to the possibilities of planned emigration on an international labour exchange system, organised possibly by an organization subordinate to the Assembly. An urgent requirement is funds.

2. The United States supported with a promise of United States aid in any new machinery but contributed nothing concrete. The inter-Governmental Committee should be kept going in meantime.

3. Yugoslavia made a bitter statement in which it was said that the problem related partly to Germans who have fled and are not entitled to help unless they return to their own country. The remaining refugees such as Yugoslavs, include collaborators or traitors who should be sent back to their own countries for trial in accordance with international declarations. Only Spanish Republicans deserved international help.

4. The Netherlands made a useful statement urging international action and underlining the need for classification of uprooted persons. They should be free to decide whether to return to their own country or not and should only be forced to do so by an extradition order made under existing international law or custom. War criminals could be isolated and treated separately.

Min. & Dept. E.A.
" " Defence
" " Immigration

Seen
W. Morgan
Please note
& return.
31/1/46

30th January, 1946: Teleprinted to Commonwealth Offices, Sydney, No. 36.

Seen
31.1.46.

Argus
5.2.46

AUSTRALIA'S PLAN FOR REFUGEES

Applauded by UNO

From Our Own Correspondent in London

The Australian pledge to assist in the solution of the international refugee problem by granting emigration facilities was formally put to UNO yesterday by Lieut-Colonel W. R. Hodgson, Australian delegate. It was greeted by the biggest spontaneous outburst of applause yet heard in the crowded committee-room. For several seconds delegates sat back and clapped and murmured animatedly.

A grizzled veteran soldier statesman, Lieut-Colonel Hodgson obviously was emotionally moved as he appealed to all delegates to treat the refugee problem as urgent. "The solution of this problem is a challenge to us all," he cried. "But I have enough faith to believe that we shall not be found wanting."

Lieut-Colonel Hodgson said that, though there was a lack of precise official data, his own information led him to believe that at least a million refugees from this war were in Allied-occupied countries, excluding those who were expatriated or were war criminals from enemy countries. Many of them were trained fighting men from European countries who were not willing to return to their own countries. The Australian proposition was that, provided their personal qualifications were suitable, they should be given free choice of where they wanted to live.

(filed with file)

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

PM:NO'N

I.3346
XBOO115

DECYPHER FROM: Dated 7th February, 1946
1616

THE AUSTRALIAN DELEGATION, Recd. 9th February, 1946
UNITED NATIONS ASSEMBLY,
L O N D O N.

854. PART TWO.

Assembly 63.

Committee to examine all aspects and prepare a report for the second part of the First Session of Assembly. The resolution also stated the principles:-

(A) Problem International in scope and nature;

(B) Refugees not to be compelled to return to their own Countries but their repatriation to be encouraged;

(C) No interference with surrender and punishment of war criminals quislings and traitors in conformity with International arrangements and agreements;

(D) Future of uprooted persons who finally express valid objections to returning home apart from those mentioned under (C) should become the concern of whatever International Body is established;

5. The United Kingdom and Netherlands withdrew in favour of the United States proposal and U.S.S.R. proposed Sub-Committee to seek further compromise draft acceptable to all. After much discussion, Sub Committee was appointed consisting of United Kingdom, United States, U.S.S.R., Yugoslavia, Panama, Lebanon with 3rd Committee Chairman and Rapporteur.

MIN. AND DEPT. OF DEFENCE
MIN. AND DEPT. OF E.A.
MIN. AND DEPT. OF IMMIGRATION

PART ONE IS I.3344

9th February, 1946

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

I.5582.

KV/ML

DECODE FROM :

DATED 4th March, 1946.
1145.
RECEIVED 5th March, 1946.

THE AUSTRALIAN DELEGATION,
UNITED NATIONS
ASSEMBLY,
LONDON.

Refugees

I M M E D I A T E:

1407.

Assembly 99. For Dr. Evatt.

The Secretary General has requested transmission to you of the following telegram -

"I refer to the resolution adopted by the Economic and Social Council establishing a Committee on refugees and displaced persons and naming your Government as a member of Committee. I have the honour to invite a representative of your Government to participate in a meeting of this Committee to be held in London on 8th April. Please communicate the names of representative, alternate and adviser. Further details will be forwarded."

Min. & Dept. of E.A. (attn.)
Min. & Dept. of Immigration.
5/3/46.

A/JJ

11th March, 1946.

My dear Prime Minister,

× No. J.5582

I note from attached cablegram that we have been invited to send a representative to participate in a meeting of the Committee on refugees and displaced persons to be held in London on 8th April.

The cablegram has been referred to External Affairs for attention, but as the question of refugees and displaced persons is of direct concern to me and my Department of Immigration, I would appreciate advice as to what action is proposed.

Yours sincerely,

ARTHUR A. CALWELL

(ARTHUR A. CALWELL)

The Rt. Hon. J.B. Chifley, M.H.R.,
Prime Minister,
Parliament House,
CANBERRA. A.C.T.

Acting Secretary:

Referred for information in connection with cablegram No.1407 dated 4th March, 1946.

R.L. Armstrong
Private Secretary.

Mr Hodges
Have you
the cablegram
9/3

45/1/5596

Re Conference re Refugees

Mr Helmer, of Dept of External Affairs, phoned me, & expressed the opinion that, as on previous occasions, Mr Wheeler should attend the Conference as adviser, & not as delegate. Mr Helmer thought that Col Hodgson would be the delegate.

Information concerning the Conference would be sent to the Dept. for comments or advice & be supplied to the Australian repr.

21/3/46

Mair said he would agree to this arrangement

21/3/46

IMMIGRATION.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

7144.

MP:NB

I.7211.
XB00174.
Dated 21st March, 1946.
1457
Received 22nd March, 1946.

DECYPHER FROM :

EXTERNAL AFFAIRS OFFICER,
L O N D O N.

188.

Refugees Conference.

The Secretary General, United Nations requests transmission to the Minister of the following message from the Secretary of Refugees and displaced persons Committee.

Begins:-

Further to our telegram of March 2nd and letter of March 4th I have the honour to present the provisional agenda suggested by the Secretariat for the Committee on Refugees and displaced persons meeting April 8th.

1. Election of Chairman.

2. Adoption of Agenda.

3. Election of two vice chairmen and rapporteur.

4. Adoption of rules of procedure.

5. Interpretation of terms of reference laid down by resolution of economic and social council.

6. Consideration as to whether study of other aspects than that of refugees of European origin should be postponed for the time being.

7. Chairmans proposals for plan of work (having regard to time factor imposed by terms of resolution referred to the above.)

8. General discussion in the light of agreed plan of work.

9. Other items.

Ends.

MIN. & DEPT. EXTERNAL AFFAIRS.
IMMIGRATION.
22nd March, 1946.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

R[illegible]McC -2- I.785

6. Meanwhile, the refugee problem is growing and it is impossible for the United Kingdom Government to continue to participate in its solution on the present unsatisfactory basis. We feel strongly that responsibility must (not) be jointly shouldered by all United Nations on a contractual basis and that the impending assembly offers the most favourable opportunity for working out a really adequate International Organisation to deal with the problem. ?

7. His Majesty's United Kingdom Ambassador Washington has been instructed to approach the United States State Department on these lines.

WAR CABINET.
External Affairs.
Defence.
Min. & Dept. Immigration.

10th January, 1946.

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

7144.

Refugee Question

HE:NO'N

I.3344
XBC0116

DECYPHER FROM:

Dated 6th January, 1946
1615

THE AUSTRALIAN DELEGATION,
UNITED NATIONS ASSEMBLY,
LONDON.

Recd. 7th January, 1946

854. IMMEDIATE: Assembly 63.

1. Committee three has debated the refugee problem at length. The main difficulty as on other occasions when the matter has been discussed arises from the reluctance of Russia to support any assistance to political emigres. The United Kingdom proposed that the problem be referred to the Economic and Social Council. Yugoslavia agreed but claimed that the refugee problem was entirely altered by the defeat of Fascism since refugees could now return home. Assistance to those who are unwilling to return would involve assistance to collaborators and war criminals. The Netherlands Government proposed that the Economic and Social Council be empowered to promote establishment of agency under the Council.

2. Hodgson stressed the need for establishing facts and for international action in the light of facts. Referred to Australian part in previous arrangements and to permitted pre-war immigration of refugees as well as future plans for increased immigration in general. Indicated that Australia would play her part in any international organisation established but urged that the Economic and Social Council was too narrow in representation to determine policy on matters of such wide political interest.

3. The Soviet agreed to refer the matter to the Council and suggested principles to guide the Council including the condition that refugees unwilling to return should subject to consent of their Government be settled elsewhere. Administration of refugee problems to be primarily controlled by Government of countries of which refugees are citizens.

4. The United States moved compromise resolution asking the Council to establish special

PART TWO FOLLOWS - (Attached)

MIN. AND DEPT. OF DEFENCE
MIN. AND DEPT. OF E. A.
MIN. AND DEPT. OF IMMIGRATION

8th February, 1946

12/2/46

Per under Refugee file

Thanks

Cable may be of interest to you.

WSB

2/7/45

Ask her
Helen if he &
her Walt have
any news on this
Cable.

21.11.45.

Dike 22.11.45.

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

R.6

R G.P.O., SYDNEY B NEW SOUTH WALES No. 3867

MINISTER FOR IMMIGRATI

(F.C.T.)

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

45/1/5336

T[redacted]TO

Decypher from

External Affairs Officer
LONDON

I. 36187
SC 479
Dated 17th November, 1945
1856
Received 18th November, 1945

Paris Unnumbered. (Telephoned from Paris) Unnumbered.

Refugees.

Agenda for inter-governmental committee on refugees, first meeting November 20th, was mainly routine and budget subjects but important question of policy is now being included as result of letter from United Kingdom, namely:

'That refugee work should be entrusted to economic and social council of U.N.O. or specialised agency thereof as soon as that body is equipped for the task. In the meantime committee will continue the work'.

Glad to receive any views or instructions on this.

.....Hodgson

United Nations Organization

Acting Minister and Department E.A.
Minister and Department Immigration
19th November, 1945

Ext Affairs replied support Canada bring question of as they Consider desirable U.N.O.

DEPARTMENT OF EXTERNAL AFFAIRS.

IMMIGRATION

SECRET.

DEPARTMENT OF IMMIGRATION No. 45/1/5536

CABLEGRAM.

PPS 43/1/7081

20 NOV 1945

T[illegible]

Decypher from

External Affairs Officer
LONDON

I. 361[illegible]
SC 479
Dated 17th November, 1945
1856
Received 18th November, 1945

Paris Unnumbered. (Telephoned from Paris) Unnumbered.

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Glad to receive any views or instructions on this.

.....Hodgson

Acting Minister and Department E.A.
Minister and Department Immigration
19th November, 1945

I told Mr Heeney of ext affairs that we plan no change as Dept concerned
20/11/45

DEPARTMENT OF EXTERNAL AFFAIRS. IMMIGRATION.

CABLEGRAM. SECRET.

TH/MP.

O.28890

Decypher to : Dated. 14th November, 1945.

High Commissioner's Office,
LONDON. 10856

Repeat to

Australian Legation,
PARIS. P.20.

Your 11558. Inter-Governmental Committee.

In view of Wheeler's itinerary, Hodgson is authorised to nominate one of his staff substitute delegate if he thinks it necessary.

External Affairs (re draft 14/11/45.)
Immigration.

15th November, 1945.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

REC'D 12 NOV 1945

I. 55435.
80464.
Dated 9th November, 1945.
2500
Received 12th November, 1945.

H.C./R.S.

DECYPHER FROM -

The High Commissioner's Office,
LONDON.

11558. Your 10485. 7th November. As surmised in your telegram the Acting High Commissioner will find it very difficult to leave London to attend meeting in Paris on date mentioned. The matter has been mentioned to Hodgson and we are advising Director of inter-Governmental Committee that he will be the Australian Delegate.

The position in regard to Wheeler is that he is now on tour in the Continent with Immigration Advisory Committee and will be in Oslo at the date of the opening in Paris of the Inter-Governmental Committee on Refugees. We assume that you do not wish us to instruct him to leave that duty. He is not due back in Paris until 27th November and the Inter-Governmental Committee meeting is not expected to last more than four days.

A/g. Min. & the Dept. E.A. (attn.).

12th October, 1945.

I spoke to Mr Burrows & take it he concurred & take action to recall Mr Wheeler. A.S. 14/11/45

DEPARTMENT OF EXTERNAL AFFAIRS. Immigration

CABLEGRAM. SECRET.

RS:MMD

I.35004.
SC.155.

DECYPHER FROM:

Dated:6th November, 1945.

HIGH COMMISSIONER'S OFFICE,
L O N D O N.

Rec'd:7th November, 1945.

11468. IMMEDIATE.

Your 10317, 1st November. Neither Lawson nor H aylen nor Wheeler will be avilable to attend plenary session of Intergovernmental Committee on Refugees. Their itinerary in Europe on work of Immigration Committee cannot now be altered. Session is now to be held in Paris and not London. In the circumstances do you wish matter to be handled Australian Legation Paris or from London.

A/C, MIN. & DEPT. EXTERNAL AFFAIRS (I.C.45/19/2/2).
MIN. & DEPT. [redacted]. Immigration
7th November, 1945.

IMMIGRATION

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

NO'N/FF

O.27853
Dated 1st November 1945.

DECYPHER TO:

The High Commissioner's Office,
LONDON.

10317

Your 9859. Intergovernmental Committee on Refugees. It has been decided to appoint Duncan as Government Delegate to fifth plenary session, with Major Wheeler as substitute delegate. Glad if arrangements could be made for their attendance.

Please notify Director in accordance with Article IV (2) of Rules and also forward at early date copies of agenda. Instructions will be telegraphed on receipt of agenda.

In view of their work on migration, Government would like Hon. George Lawson and Mr. Leslie Clement Hayden to attend as observers if they are in London at the time. Please enquire whether Committee has any objection.

A. Min & Dept of E.A. (File IC 45/19/2/2)
Min & Dept of Immigration

2.11.1945

12186

pp/s 40/2/206

40/2/20
45/3/609

DEPARTMENT OF THE INTERIOR
No. 45/3/609

DEPARTMENT OF EXTERNAL AFFAIRS,

CANBERRA.

29th October, 1945.

Dear Mr. Peters,

Mr. Penhalluriack has probably explained that I tried to get on to you last Thursday and Friday regarding the matter outlined in the attached minute. In one of these attempts I spoke to Mr. Nolan, Private Secretary to your Minister, who, not at my suggestion, raised the matter with Mr. Calwell and telephoned me back to say that Mr. Calwell thought this session of the Inter-Governmental Committee on Refugees was an occasion on which the services of Mr. Lawson and Mr. Haylen might be used.

According to the invitation we are entitled to appoint a delegate and a substitute delegate, but I assume that we could appoint more substitute delegates if we wished. It is clearly desirable that Major Wheeler who has attended previous meetings should be a substitute delegate but as between Mr. Lawson, Mr. Haylen and Mr. Duncan, it seems to be a matter of discussion between our two Ministers. If they in fact want to appoint more than a delegate and a substitute delegate we would need to send a short telegram to London before proceeding with the preparation of the minute papers for the Executive Council.

I thought it best to write to you personally in this way so that you might have the information on which to base a discussion with Mr. Calwell when he returns to Canberra tomorrow.

Yours sincerely,

? Attend as Observers

Peter Heydon
(P. R. Heydon)

A. R. Peters, Esq.,
Department of Immigration,
ACTON. A.C.T.

Mr Heydon
Mr Calwell
Decision
30/10/45

Acting Secretary

I agree to Wheeler & Duncan being appointed delegate & substitute delegate & that Haylen & Lawson be credentialled as observers.
30.10.45

EXTERNAL AFFAIRS

FOR THE ACTING MINISTER.

INTER-GOVERNMENTAL COMMITTEE ON REFUGEES.

Notice has been received from the Director of the Inter-governmental Committee on Refugees that the fifth Plenary Session of the Committee will open in London on November 20th.

In accordance with the rules of the Committee, the Commonwealth Government has been invited to appoint a delegate to the Session and in addition, if it so desires, a substitute delegate.

The Committee was formed as a result of the Evian Conference of July, 1938, to secure by discussion with German authorities the orderly migration of refugees from Germany, Australia and the Sudetenland. The outbreak of war, however, prevented the Committee from fulfilling this task.

In 1943, following the recommendations of the Anglo-American Conference held in Bermuda, the Committee's mandate was extended to include the care of refugees, wherever they may be, who have escaped from war areas in Europe. In addition, it has been entrusted with arranging for the transfer to a place of permanent refuge of such refugees as are unable to return to their own homes. In these tasks the Committee acts in close conjunction with UNRRA and with national governments.

Australia has been a member of the Committee since its formation, and has contributed to its administrative expenses.

At the fourth Plenary Session of the Committee held in London from August 15-17, 1944, Australia was represented by the Rt. Hon. S.M. Bruce as Delegate, with Major R.H. Wheeler as substitute delegate.

It is now submitted for your consideration that Mr. J.S. Duncan, C.B.E., Deputy High Commissioner for the Commonwealth in the United Kingdom, be appointed as delegate of the Commission at the fifth Plenary Session, with Major R.H. Wheeler as substitute delegate.

A draft Executive Council Minute Paper is attached for your completion, if you approve of the appointments.

4th October, 1945.

Approved, subject to Mr. Calwell's concurrence.

(Sgd.) N. J. O. Makin

Daily Telegraph.
7. 8. 44

REFUGEES ARRIVE IN U.S. "FREE PORT"

DAILY TELEGRAPH SERVICE

NEW YORK, Sunday.—The first 1000 refugees, mainly Jews, have arrived at Oswego, New York, which has been designated a free-port for European refugees.

The refugees have been rescued from concentration camps on the fringe of the battle zones in Italy. They will be given sanctuary in the United States until the end of the war.

The so-called free-port plan, which has been designed to by-pass the immigration restrictions, was originally sponsored by the New York Post's columnist, Samuel Grafton, and later by President Roosevelt.

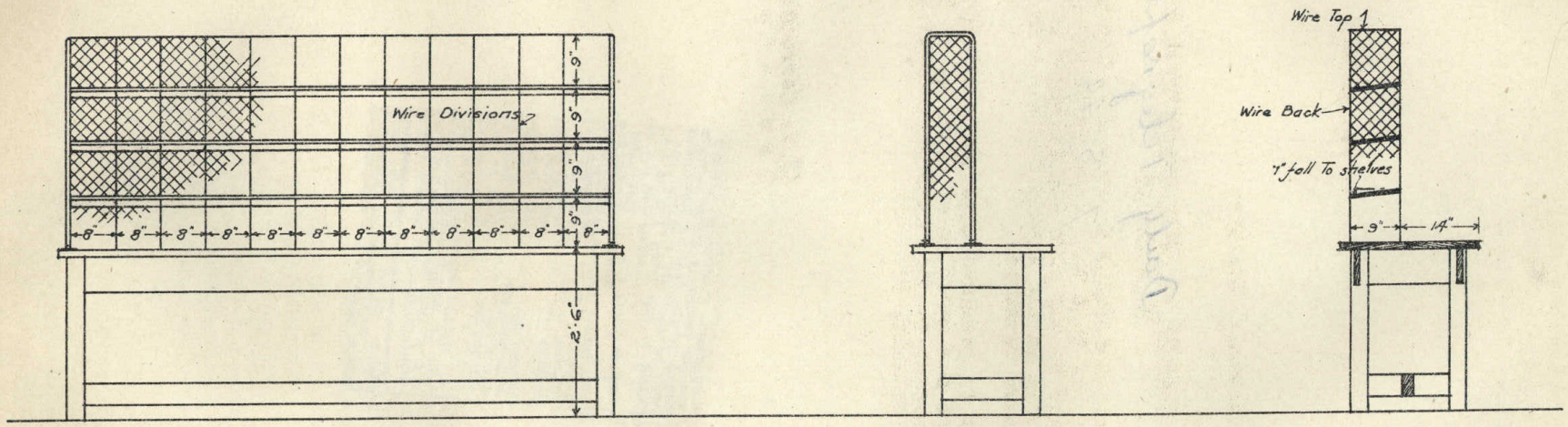
The refugees originally came from Germany, Spain, Turkey, and every Nazi-occupied European country.

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

FINAL LETTER SORTING DIVISION FOR LETTER CARRIERS ROOMS

SCALE — ½ INCH = 1 FOOT

18



FRONT ELEVATION SIDE ELEVATION SECTION

The article must be made in a registered factory and by European journeyman labour only.

All woodwork to be first Class, well seasoned Kauri or other approved timber. Table to have 1¼" Top. 3"x3" Legs. 6"x1" Bearers and 4"x2" stiffening rails all tenoned and framed together. ½" shelves set to fall 1" inwards. To have outer edges planed vertical and stapled to wire sides. All arrises to be rounded off. Frame ends of Division of ½" standard black iron pipe, bent to shape with standard flanges, screwed to Table Top. Back, partitions, sides and top shelf to be of No 12 gauge galvd wire 1½" mesh on No 8 gauge galvd wire frames, stapled to shelves or bound to pipe as necessary.

The whole of the woodwork to be well rubbed down, properly prepared, stained as directed and to receive two coats of best copal varnish, finished to approval.

MK.

43/1/7081.

4th August, 1944.

MEMORANDUM TO:

The Secretary,
Department of External Affairs.

- - - - - - - -

PLENARY SESSION OF INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

With reference to your memorandum of 2nd August, I desire to inform you that this Department has no comments to offer for conveyance to the High Commissioner in connection with the subjects set down in the agenda for the next Plenary Session of the abovementioned Committee.

2. It is presumed that you are taking up with the Treasury Department the question of finance, as that appears to be the main item in regard to which the High Commissioner will need advice for the forthcoming Session.

(J.A. Carrodus)
Secretary.

In reply quote No.

2 AUG 1944

DEPARTMENT OF EXTERNAL AFFAIRS,
CANBERRA.

431/7081

2nd August, 1944.

MEMORANDUM TO:-

The Secretary,
Department of the Interior,
CANBERRA.

Plenary Session of Intergovernmental Committee on Refugees.

I forward herewith, for your information, copies of documents relating to the Plenary Session of the Inter-Governmental Committee on Refugees. tentatively arranged for the 15th August.

The Australian High Commissioner in London will attend the Session as the Australian representative and we would be glad to receive at an early date any comments you would like to have incorporated in our advice to him.

Secretary.

per R.R. Thorpe.

COPY:NR.

5

AGENDA FOR PLENARY SESSION.

1. Opening Statement by the Chairman of the Executive Committee.

2. Election of a Sub-Committee on Nominations for the purpose of submitting for the consideration of the Plenary Committee the names of three delegates for the offices of Chairman, Vice-Chairman and Deputy Vice-Chairman respectively, for the current Plenary session.

3. Election by the Plenary Committee of the Chairman, Vice-Chairman and Deputy Vice-Chairman for the current Plenary session.

4. Election by the Plenary Committee of a sub-committee to examine and report on (1) the draft Rules for the Constitution and Procedure of the Intergovernmental Committee on Refugees and (2) the draft Financial Regulations.

5. A Statement by the Director on the functions and activities of the Intergovermental Committee since its re-organisation in August, 1943,and general discussion thereon.

6. Consideration and adoption by the Plenary Committee of (1) Rules for the Constitution and Procedure of the Intergovernmental Committee and (2) Financial Regulations, after consideration of the report of the sub-committee appointed to examine and report on the draft Rules and Regulations.

7. Election of the Executive Committee. (If the procedure proposed in Article XI. (1) of the draft Rules for the Constitution and Procedure has been adopted by the Plenary Committee under the preceding item of the Agenda, it will be necessary to make a reference to the Sub-Committee on Nominations, asking it to propose the names of members for consideration of the Plenary Committee).

8. Consideration of a draft resolution affirming the principle of co-operation with other governmental organizations concerned with the various aspects of the refugee problem, and in particular, the following organisations :-

   United Nations Relief and Rehabilitation Administration,
   High Commission for Refugees under the League of Nations,
   International Labour Office, and -
   The War Refugee Board of the United States of America.

9. Consideration of a draft resolution affirming the principle of co-operation with non-governmental organisations in their humanitarian activities, in-so-far as they relate to the welfare of refugees coming within the mandate of the Intergovernmental Committee on Refugees.

COPY.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

IC/245/60.

11d, Regent Street,
London, S.W.1.
6th June, 1944.

Sir,

I am directed by the Chairman to say that the Executive Committee of the Intergovernmental Committee on Refugees has decided that a meeting of the Plenary Committee should be held in London so soon as convenient. In order to allow adequate notice to Member Governments the Executive Committee has fixed Tuesday, 15th August, 1944 as the opening day of the Meeting, but I am to explain that this date is contingent on war conditions, and that it may be necessary to postpone it owing to difficulties of communications and transport. Meantime, the arrangements will proceed on the assumption that it will be practicable to hold the Plenary Meeting on this date, and you will be informed at once should any change be necessary.

2. The Agenda will be communicated to you in due course. An important item of business will be the consideration and adoption by the Plenary Committee of Rules for the Constitution and Procedure of the Intergovernmental Committee, and of Financial Regulations of the Committee. Draft Constitutional Rules and draft Financial Regulations have been framed and have been examined by the Executive Committee which has approved them for the purpose of consideration by the Plenary

High Commissioner for Australia,
Australia House,
Strand,
W.C.2.

6th June, 1944.

Committee, which will be at liberty to amend them as it may consider desirable. Copies of the draft Rules and draft Regulations will be submitted to you within a few days. Meantime, I attach a copy of draft Article IV of the Constitutional Rules which, subject to amendment by the Plenary Committee, will regulate the appointment of delegates and substitute delegates by Member Governments. On the assumption that the draft Article will be approved, I shall be grateful if you will kindly request your Government to appoint a delegate, and, if it so desires, a substitute delegate, and to communicate the name or names to me.

3. I am to say that further information regarding the Meeting will be duly communicated to you. Meantime, I would request you to be good enough to convey this preliminary notice to your Government with as little delay as possible, and if necessary, by cable.

I am, Sir,

Your obedient Servant,

(sgd.) H. W. EMERSON.

Director.

COPY.

INTERGOVERNMENTAL COMMITTEE ON REFUGEES,

11d, Regent Street,
London, S.W.1.

IC/245/60.

9th June, 1944.

Sir,

In continuation of my letter of the 6th June, 1944, I have the honour to enclose, (1) a copy of the draft Rules for the Constitution and Procedure of the Intergovernmental Committee, and (2) a copy of the draft Financial Regulations of the Intergovernmental Committee.

Arrangements are being made to print the draft Rules and the draft Regulations in English and in French, but printed copies are not likely to be available for a few weeks. When they are ready I shall have pleasure in sending you copies.

2. As explained in my letter of the 6th June, 1944, it is proposed that the draft Rules and draft Regulations be considered by the Plenary Committee, which will be at liberty to amend them as it may consider desirable. In this connection, I am to request that you may particularly invite the attention of your Government to Article I (4) of the draft

High Commissioner for Australia,
Australia House,
Strand,
W.C.2.

9th June, 1944.

Constitutional Rules. I am to suggest that, having regard to the terms of this Article and in order to enable Constitutional Rules and Financial Regulations to come into effect immediately after their adoption by the Plenary Committee, your Government may be pleased expressly to authorize its delegate at the Plenary Meeting to accept, on its behalf, the draft Rules and the draft Regulations with such amendments as the Plenary Committee may approve.

I am, Sir,

Your obedient Servant,

(SIGNED) H. W. EMERSON.

Director.

RULES FOR THE CONSTITUTION AND PROCEDURE OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

ARTICLE I.

(1). The Members of the Intergovernmental Committee on Refugees (hereinafter called the Committee) are all Governments which have accepted Membership thereof for the purpose of participating in the humanitarian work for which the Committee has been created and have not ceased to be Members under paragraph 5 of this Article.

(2). The Members of the Committee on the 1st June, 1944, were the Governments set out to the Schedule of these Rules.

(3). Any other Government shall become a Member if it accepts, by a letter addressed to the Director, an invitation to become a Member addressed to it in accordance with Article II (5), as from the first day of the month next following the month in which this acceptance is given.

(4). A Government, by becoming a Member of the Committee, thereby undertakes to afford its general support to the work of the Committee. No resolution adopted by the Committee imposes any specific obligation on any Member, even if the representative of the Member has voted in favour of the resolution, unless the Member, or its delegate on its behalf, and being duly authorised, has expressly accepted the obligation in question.

(5). Any Member Government may, by giving notice in writing to the Director, cease to be a Member as from the 31st December of the year following that in which such notice is given.

ARTICLE II.

Mandate and Functions of the Committee.

(1). The mandate of the Committee extends to all persons, wherever they may be, who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs.

(2). The functions of the Committee are to preserve, maintain and

transport persons within this mandate, so far as this may be necessary and practicable.

(3). For the purpose of carrying out its functions, the Committee may

(a) undertake negotiations with Governments, whether Members of the Committee or not, co-operate with the United Nations Relief and Rehabilitation Administration, the High Commissioner for Refugees under the League of Nations, the International Labour Office and other international organisations as well as with voluntary organisations concerned with the interests and welfare of refugees;

(b) receive funds both from Governments and from private sources and disburse such funds in accordance with its financial regulations, and

(c) appoint a Director and engage such staff and secure such offices as may be required and conclude such contracts as are necessary for this purpose.

(4). The Committee shall carry out its functions through an Executive Committee which, subject to the control of the Committee, shall be empowered to perform all the functions of the Committee.

(5). The Executive Committee may invite non-Member Governments to become Members of the Committee.

ARTICLE III.

(1). The official languages of the Committee shall be English and French, and documents issued officially by the Committee shall be in both languages.

(2). A Member shall, on request, be also entitled to receive translations in its own language of final decisions or resolutions of the Committee (or of its subordinate committees).

ARTICLE IV.

The Plenary Committee. Composition.

(1). Each Member may be represented by one delegate at plenary meetings of the Committee.

(2). Each Member shall inform the Director of the name of its delegate. Each Member is free to change its delegate at any time, on giving notice to the Director.

(3). Delegates may, if they so desire, appoint substitute delegates to sit on their behalf if they are unable to sit. A substitute delegate may attend all meetings but (except as provided in paragraph 4) shall not speak or vote if his principal delegate is present. The names of substitute delegates shall be communicated to the Director and all subsequent changes thereof.

(4). A substitute delegate may speak and vote at any meetings where his principal delegate is acting as chairman and is for this reason precluded from voting.

ARTICLE V.

Sessions of the Plenary Committee.

(1). The Executive Committee shall convene a regular plenary session of the Committee not less than once a year, and may convene a special plenary session whenever it may deem it necessary.

(2). If requests therefor are received by the Director from the delegates of not less than one third of the Members of the Committee, the Executive Committee shall, within thirty days from the date of the receipt of the last request necessary to make up the number of one third, issue notifications convening a special plenary session to be held not less than twenty-one days and not more than thirty days from the date of the notification, unless a special plenary session has already been convened to take place before that time.

(3). Notifications convening regular plenary sessions shall be issued not less than sixty days, and notifications convening special sessions not less than twenty-one days, before the date of the first meeting.

(4). The notifications will be addressed to Member Governments (with copies to delegates and substitute delegates whose names have been notified) and will state the time and place of the first meeting.

ARTICLE VI.

Agenda for Plenary Sessions of the Committee.

(1). The agenda of each plenary session of the Committee shall be proposed, in the first place, by the Executive Committee. It shall include all items proposed for inclusion by the Committee at the previous plenary session and all items proposed by the Executive Committee itself. The

Executive Committee shall further consider for inclusion any item proposed by any delegate, and transmitted to the Director at least forty days in advance of the plenary session, and any item suggested by the Director.

(2). The agenda, as proposed by the Executive Committee, shall be communicated to Member Governments (with copies to delegates and substitute delegates whose names have been notified) as long as possible in advance of, and in any case not less than three weeks before, the opening day of the session.

(3). The Executive Committee may later include other items in a supplementary agenda, and shall consider for inclusion any further item proposed by any delegate, and transmitted to the Director at least ten days in advance of the session. The supplementary agenda shall be at once communicated to Member Governments (with copies to delegates and substitute delegates whose names have been notified).

(4). The Committee may revise or add to the agenda as proposed by the Executive Committee.

ARTICLE VII.

Chairman and Vice-Chairmen at Plenary Sessions.

(1). At the opening of each plenary session, the Chairman of the Executive Committee shall preside until the Committee has elected a Chairman for the session.

(2). At the opening of each plenary session, the Committee shall elect a Sub-Committee on Nominations, consisting of nine delegates. This sub-committee shall, as its first task, submit to the Committee the name of a delegate for the office of Chairman, of another delegate for the office of Vice-Chairman and of a third delegate for the office of Deputy Vice- Chairman for the current plenary session.

(3). The Committee shall, after consideration of the report of the Sub-Committee on Nominations, elect a Chairman, a Vice-Chairman and a Deputy Vice-Chairman. The Committee is free to elect delegates whose names are not submitted in the report of the Sub-Committee. The Chairman, Vice-Chairman and Deputy Vice-Chairman shall hold office until the close of the session at which they are elected.

(4). The Chairman shall declare the opening and closing of each meeting of the plenary session. He shall direct the discussions, ensure observance

of these Rules of Procedure, accord the right to address the Committee, put questions to the Committee, and announce the results of all votes.

(5). In the absence of the Chairman during a meeting or any part thereof, the Vice-Chairman shall act as Chairman, and in the absence of both the Chairman and Vice-Chairman, the Deputy Vice-Chairman shall act.

(6). No Delegate shall vote when acting as Chairman, except to give a casting vote when the voting is equal.

ARTICLE VIII.

Procedure for the conduct of Business at a Plenary Session.

(1). The presence of Delegates representing one half of the Members constitutes a quorum at a plenary session, except that at a meeting where a vote for the modification of these rules or financial regulations is being taken, the presence of Delegates representing two-thirds of the Members is necessary for a quorum.

(2). Meetings of a plenary session shall be held in public. The Committee may, however, decide that any particular meeting or any part of a meeting shall be held in private.

(3). The Committee may invite public international organisations, non-Member Governments or authorities, voluntary refugee, relief, welfare or other organisations to send observers to attend all or any of its meetings in plenary session and under conditions as the Committee may determine.

(4). Decisions may be taken in plenary session by a simple majority vote of the Delegates present and voting, except in those cases when these rules or the financial regulations provide for a special majority.

(5). Unless the Committee decides otherwise by a majority vote of not less than two-thirds of the Delegates present and voting, proposals (other than proposals relating to internal procedure), which would involve action by the Committee, shall not be put to the vote at a plenary session before they have been submitted to and reported upon by the Executive Committee or the appropriate sub-committee and the report has been in the hands of Delegates for not less than twenty-four hours.

(6). A majority vote of not less than two-thirds of the Delegates present and voting is required for the adoption of any amendment to these Rules or the Financial Regulations.

(7). The Chairman shall decide:

(i) when a debate on a question is to be closed,

(ii) any question of the application or interpretation of the rules of procedure, including the question whether the proposal is one for the adoption of which a special majority is required.

Nevertheless, any Delegate may question the ruling of the Chairman, and if he so requests a vote shall be taken on the matter. The ruling of the Chairman shall stand, unless a two-thirds majority of the Delegates present and voting vote for a reversal of the ruling.

(8). Voting shall be by Roll Call:-

(i) in those cases where a special majority is required for the adoption of a proposal:

(ii) whenever not less than five Delegates so request either in advance of the vote or immediately after a vote by show of hands: and

(iii) when the Chairman is in doubt as to the result of a vote by show of hands.

When the voting is by Roll Call, Delegates shall be called upon to state their vote in the English alphabetical order of the names of the Members whom they represent.

(9). A secret ballot shall be taken on decisions relating to individuals whenever not less than three Delegates shall so request.

(10). Except as provided in paragraphs 8 and 9, all voting shall be by show of hands.

(11). Delegates may speak in either of the official languages. If a Delegate wishes to speak in another language, he may do so by permission of the Chairman, but this permission may be conditional on his providing an interpreter to translate his speech into one of the official languages. Speeches made in one official language will be translated into the other official language by an interpreter provided by the Committee if any Delegate present so requests.

ARTICLE IX.

Records of Proceedings in Plenary Session.

(1). The text of all resolutions and formal decisions adopted in plenary session shall be transmitted to each Member and to each Delegate and substitute Delegate as soon as possible after the end of the session.

These texts may be made public.

(2). Copies of the minutes of all public meetings in plenary session shall, when the minutes have been approved by the Executive Committee, also be transmitted to each Member and to each delegate and substitute delegate. These minutes may be made public.

(3). The minutes of private meetings in plenary session shall, after they have been approved by the Executive Committee, also be transmitted to Members and to delegates and substitute delegates, but they shall be kept confidential and filed separately from the minutes of public meetings.

(4). After their approval by the Executive Committee the minutes can only be amended if a delegate so requests in a plenary session and the Committee decides that they shall be amended.

(5). The minutes referred to in paragraphs 2 and 3 shall not consist of a verbatim report of all speeches, but be in the form of a summary. A verbatim report of all meetings in plenary session shall, however, be made and filed and be made available when required. The verbatim reports shall not, however, be distributed or made public unless in any particular case the Committee in plenary session or the Executive Committee so decides. Copies of verbatim reports shall, however, be supplied to Members on their request.

ARTICLE X.

The Executive Committee.

(1). The Executive Committee shall consist of nine Member Governments, each having been elected to hold office for two years by the Committee in plenary session. A Member may continue to hold office on the Executive Committee although two years have elapsed from the date of its election until the Committee in plenary session has made an election to fill its place. A Member shall be at all times eligible for re-election to the Executive Committee.

(2). Each Member of the Executive Committee shall appoint one delegate to represent it on the Executive Committee.

(3). Paragraphs 2,3 and 4 of Article IV apply to delegates representing Members on the Executive Committee.

(4). The Executive Committee shall elect its own Chairman from amongst the delegates of Members of the Executive Committee, who shall be elected for two years but may continue to act although two years have elapsed

from the date of his election until the Executive Committee has held an election to fill his place. A delegate who is retiring from the chair shall be eligible for re-election.

(5). In the case of the absence of the Chairman, or in the case of an unexpected vacancy in the office of Chairman (as, for instance, in the event of the Chairman ceasing during his period of office to be a delegate of a Member on the Committee or of his resigning for some other reason) any delegate representing a Member of the Executive Committee may be appointed by the Executive Committee temporarily as Acting Chairman. Paragraphs 4 and 6 of Article VII shall apply to a delegate acting as Chairman of the Executive Committee.

(6). Meetings of the Executive Committee shall be convened:-

(i) whenever the Chairman, after hearing the views of the Director, considers it necessary;

(ii) in the case of a vacancy in the office of Chairman whenever the Director considers it necessary;

(iii) whenever any delegate of a Member of the Executive Committee shall request the convening of a meeting by a letter addressed to the Director.

In the case referred to in sub-paragraph (iii) the meeting shall be convened within ten days of the date of the receipt of the request unless a meeting has already been convened to take place within fourteen days of that date.

(7). Whenever possible, the agenda for a meeting of the Executive Committee shall be communicated to delegates sitting on the Executive Committee not less than three days before the meeting.

(8). Meetings of the Executive Committee shall be held in private but the provisions of paragraph 3 of Article VIII apply to meetings of the Executive Committee.

The delegate of a Member of the Committee, which is not a Member of the Executive Committee, shall be invited to attend in a consultative capacity, any meetings of the Executive Committee at which action of special interest to that Member is being discussed.

(9). The presence of delegates representing five Members of the Executive Committee constitutes a quorum for a meeting of the Executive Committee.

(10). Decisions may be taken in the Executive Committee by a simple majority vote of the Delegates present and voting, and voting shall be by show of hands unless the Executive Committee decides otherwise.

(11). Paragraphs 7 and 11 of Article VIII apply to meetings of the Executive Committee.

(12). The minutes of meetings of the Executive Committee shall be in the form of a summary and not a verbatim report. Unless in any case the Executive Committee decides otherwise no verbatim report shall be made of meetings of the Executive Committee.

Copies of the minutes of each meeting of the Executive Committee shall be submitted as soon as possible in draft to each Delegate attending the meeting and Delegates may, within ninety-six hours of their receipt, submit to the Director their suggestions for the correction of the minutes.

The final version of the minutes as corrected by the Director in the light of suggestions thus received shall be circulated to Delegates sitting on the Executive Committee, substitute Delegates and to the Members of the Executive Committee.

Thereafter the minutes can only be amended if, at a meeting of the Executive Committee, a Delegate requests their amendment and his proposal is carried by a majority vote in the Executive Committee.

(13). Reports on the work of the Executive Committee for each period of six months shall be prepared by the Director and shall be communicated to all Members of the Committee and to all Delegates of such Members. These reports may be published.

ARTICLE XI.

Sub-Committees.

(1). The Sub-Committee on Nominations referred to in paragraph 2 of Article VII shall also propose to the Committee the names of Members for election in plenary session to the Executive Committee, when there are vacancies to be filled and, if so requested, the names of Members (or of Delegates, as the case may be,) for appointment to any sub-committee which may be set up by the Committee. The Committee in plenary session is, however, free to elect and appoint Members (or Delegates) whose names have not been proposed by the sub-committee on nominations.

(2). The Committee may, by decision taken in plenary session,

authorise the establishment of other temporary or permanent sub-committees and may either determine the composition of such sub-committees or authorise the Executive Committee to do so.

(3). Unless the Committee in plenary session(or the Executive Committee as the case may be) has decided otherwise, all sub-committees shall elect their own chairmen and if necessary a rapporteur, and fix their own quorum.

(4). The meetings of sub-committees shall be held in private. Paragraphs 7 and 11 of Article VIII apply to meetings of sub-committees. Subject to any directions given by the Committee in plenary session, it shall be left to each sub-committee to determine to what extent it is necessary that minutes should be kept of its meetings. The reports and minutes of meetings of sub-committees shall be confidential, unless the Executive Committee decides otherwise.

ARTICLE XII.

The Director and staff of the Committee.

(1). The Committee, in plenary session, shall appoint a Director, who shall be a person nominated by the Executive Committee. When a vacancy occurs in the office of Director the Executive Committee may appoint an Acting Director, who may assume all the duties and functions of the Director until the appointment of a new Director can be submitted to the Committee in plenary session.

(2). The Director shall serve under a contract which shall be signed on behalf of the Committee by the Chairman of the Executive Committee and it shall be a term of his contract that six months notice of termination can be given on either side. The Executive Committee has the power to dismiss the Director for misconduct.

(3). The Director is the chief executive officer of the Committee. The Director is responsible for carrying out all the functions of the Committee in accordance with the decisions of the Committee in plenary session, and of the Executive Committee.

(4). The Director may be present (or be represented by one of his subordinate officers) at all meetings of the Committee in plenary session, of the Executive Committee and of all sub-committees. He (or his representative) may speak at any such meeting but shall have no vote.

(5). The Director shall conduct all correspondence on behalf of the Committee, the Executive Committee or any sub-committee. He is responsible for the distribution of all documents, the preparation of all minutes and reports and the provision of such secretarial and other facilities as the Committee, the Executive Committee or any sub-committee may require.

(6). Subject to the directions of the Executive Committee, the Director shall make such arrangements as are necessary for office accommodation for the staff of the Committee and for accommodation for meetings of the Committee in plenary session or of the Executive Committee or any sub-committees. He may sign on behalf of the Committee any contracts which are necessary for the purpose.

(7). The Director is responsible to the Executive Committee and the Committee for the administration of the finances of the Committee, in accordance with the financial regulations and the decisions of the Committee or Executive Committee.

(8). (i) The Director shall prepare at the beginning of each year a report of the work of the Committee during the past year. This report shall be submitted to the Executive Committee and presented to the Committee at its next regular plenary session, together with any comments thereon which the Executive Committee may desire to make.

(ii) At any other plenary session of the Committee the Director shall present a statement of the work of the Committee since the last plenary session.

(iii) The Director shall from time to time prepare such other reports or statements relating to the work of the Committee as he or the Executive Committee may consider to be necessary.

(iv) Unless the Committee in plenary session decides otherwise, the reports and statements referred to in sub-paragraphs (i) and (ii) above, and, unless the Executive Committee decides otherwise, the reports of statements referred to in sub-paragraph (iii) above shall be made public.

(9). The appointment of the four officers of the Committee next in seniority to the Director shall be made by the Executive Committee.

(Vice-Director, Secretary, Treasurer and Assistant Director). All other officers and employees of the Committee shall be appointed by the Director. The contracts of all officers (other than the Director) shall be signed on behalf of the Committee by the Director, but the Executive Committee shall approve the contracts of the four senior officers aforesaid and may require any other contracts of service to be submitted to its approval.

(10). The four senior officers referred to in paragraph 9 shall only be dismissed by the Executive Committee for misconduct, but the Director may suspend any one of them from duty, pending a decision of the Executive Committee.

(11). All officers and employees of the Committee shall be responsible to the Director in respect of their work. The Director may delegate any of his duties to one or more of his subordinate officers but (unless the Executive Committee decides otherwise), he shall remain responsible for the work so delegated. In case of his temporary absence or incapacity to act, the Vice-Director, if available, shall act for him, but if the Vice-Director is not available, the Director shall appoint another senior officer to act for him as Director.

(12). The Director is responsible for ensuring that the financial regulations are observed and budget provisions not exceeded in the matter of all staff appointments.

SCHEDULE

MEMBER GOVERNMENTS OF THE INTERGOVERNMENTAL
COMMITTEE ON REFUGEES
1st June, 1944

Argentine
Australia
Belgium
Bolivia
Brazil
Canada
Chile
Colombia
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
Eire
France
Greece
Haiti
Honduras
Iceland
India
Luxemburg
Mexico
Nicaragua
Norway
Netherlands
New Zealand
Paraguay
Peru
Poland
Sweden
Switzerland
Union of South Africa
Union of Soviet Socialist Republics
United Kingdom
United States of America
Uruguay
Venezuela

FINANCIAL REGULATIONS OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

1. The Financial Year.

The financial year of the Intergovernmental Committee (hereinafter referred to as the Committee) shall be the calendar year.

2. Classification of Receipts and Expenditure.

Receipts and Expenditure shall be classified under two main heads,

(i) Administrative and

(ii) Operational.

3. Administrative Expenditure.

(a) The Administrative Expenditure will include:- (i) The cost of meetings of the Committee in Plenary session, the Executive Committee and any Sub-Committees - comprising the special expenses involved in the actual meetings themselves, such as stenographer and interpreter service, but not the travelling expenses of delegates, which will be borne by their Governments individually.

(ii) The cost of the headquarters office of the Director - comprising staff salaries, rental, stationery and communication, travel, etc.

(b) The Administrative Expenditure shall be shared by the Member Governments in the manner indicated in sub-paragraph (c) below.

Intergovernmental Scale.

(c) Administrative Expenditure will be shared by Member Governments in accordance with a scale to be fixed from time to time by the Committee in Plenary session, and referred to hereafter as the Intergovernmental Scale, by which an appropriate number of units is assigned to each Member, and the share of that Member is in proportion to the number of units so assigned. The initial scale shall be that set

out in the Appendix to these Regulations.

Changes in the Intergovernmental Scale.

(d) The Executive Committee may recommend to the Plenary Committee any modification in the Intergovernmental Scale, but no change shall take effect until it has been approved in Plenary session.

Assignment of units to new Members.

(e) The Executive Committee shall assign to a new Member Government a number of units based upon the Intergovernmental Scale current at the time that the Member joins the Committee, which shall be subject to confirmation or amendment at the next meeting of the Committee in Plenary session.

4. Operational Expenditure.

(a) The Operational Expenditure will include all expenditure other than Administrative Expenditure, and in particular - (i) The basic cost of materials and services directly involved in the preservation, maintenance and transfer of persons coming within the mandate of the Committee and the cost of any administration immediately attributable to such schemes or projects, and

(ii) the cost of the offices of the representatives of the Committee in various countries, including the salaries of the staff, rent, stationery, and correspondence, travelling and other expenses.

Contributions to Operational Expenditure.

(b) Operational Expenditure will be underwritten jointly by the Governments of the United Kingdom and United States of America. Each Member shall be invited to contribute voluntarily to the Operational Expenditure in accordance with its abilities and its interest in the humanitarian work of the Intergovernmental Committee.

5. Annual Budget.

(a) Preparation of Estimates. The Director shall prepare annually a budget covering the estimated receipts and expenditure of the Committee for the ensuing year. The budget shall be prepared in two parts, the first part showing the estimated Administrative Receipts and Expenditure, and the second part showing the estimated Operational Receipts and Expenditure.

Submission of the estimates.

(b) The Director shall submit the Budget estimates to the Executive Committee not later than the 30th September in each year. He will submit with them two separate Memoranda, the first relating to the Administrative part of the estimate, and the second to the Operational part. The Memoranda will explain and justify the estimates made under each part.

Consideration by the Executive Committee.

(c) The Executive Committee shall consider the estimates and shall recommend them, with such changes as it may consider necessary, to the Committee for consideration at its next Plenary meeting, provided that if no such meeting be held before the commencement of the financial year to which the estimates relate, the Executive Committee is empowered to give final approval to the estimates as recommended by it.

6. Supplementary Budget.

The Director may submit at any time a supplementary budget to the Executive Committee. The Executive Committee shall consider the supplementary estimates as submitted and shall recommend them, with such changes as it may consider necessary, to the Committee for consideration at its next Plenary meeting, if any, held within the financial year, provided that -

(i) if there is no such meeting, it may finally

approve the estimates, or

(ii) if the expenditure is of an urgent character, it may approve the estimates subject to confirmation by the Committee.

7. Appropriation of Funds.

Administrative Expenditure.

(a) The final approval of the estimates shall constitute an authorisation to the Director to incur Administrative Expenditure during the year to which the estimates relate for the purposes for which they have been approved up to, but not exceeding, the amount approved under the main head of Administrative Expenditure.

Operational Expenditure.

(b) Notwithstanding the final approval of the estimates of Operational Expenditure, the agreement of the Governments of the United Kingdom and of the United States of America, so long as they underwrite such expenditure, shall be required on any specific scheme or project before it is approved. Subject to such agreement, the approval by the Executive Committee of a specific scheme or project shall constitute an authorisation to the Director to incur expenditure, within the amount sanctioned for such scheme, and within the provision of the sanctioned estimates of Operational Expenditure for the year in which the expenditure is incurred.

8. Collection of Contributions.

When the estimates for the financial year are finally approved, or as soon as possible afterwards, the Director shall send to each Member an explanatory Memorandum, and (a) request it to remit its contribution towards the Administrative Expenditure as soon as possible after the beginning of the calendar year for which it is due, and (b) invite it to contribute voluntarily towards the Operational Expenditure

in accordance with its abilities and its interest in the humanitarian work of the Intergovernmental Committee.

9. System of Accounts.

The Director shall prescribe a procedure to secure careful accounting for all funds and other property of the Committee, and shall require all officials, employees and agents of the Committee to comply with such procedure. The accounts shall provide for the record of receipts and payments under the main heads of the estimates. The Executive Committee may, if it thinks fit, require the procedure to be submitted to it and give directions thereon.

10. Audit.

The annual accounts of the Committee, including those of representatives of the Committee abroad, shall be audited by an auditor, or auditors, to be approved by the Executive Committee. The auditor, or auditors, shall report to the Executive Committee after the completion of the annual audits. A copy of the audit report, or reports, shall be filed in the office of the Director, and shall be available to any Member upon request.

APPENDIX

INTERGOVERNMENTAL SCALE

	NAME OF COUNTRY	NUMBER OF UNITS
x	Argentine	21
x	Australia	23
x	Belgium	19
x	Bolivia	2
x	Brazil	23
x	Canada	35
x	Chile	8
x	Colombia	5
	Costa Rica	1
x	Cuba	5
x	Czechoslovakia	25
x	Denmark	12
x	Dominican Republic	1
x	Ecuador	1
x	Egypt	12
x	Eire	10
	Ethiopia	2
x	France	80
x	Greece	7
	Guatemala	0.5
x	Haiti	1
x	Honduras	0.5
x	Iceland	1
x	India	48
	Iran	5
	Iraq	3
x	Luxemburg	1
x	Mexico	11
x	Nicaragua	0.5
x	Norway	9
x	Netherlands	24
x	New Zealand	8
	Panama	1
x	Paraguay	0.5
x	Peru	5
x	Poland	32
	Portugal	8
	Salvador	0.5
	Spain	40
x	Sweden	19
x	Switzerland	17
	Turkey	10
x	Union of South Africa	16
x	Union of Soviet Socialist Republics	94
x	United Kingdom	108
x	United States of America	108
x	Uruguay	4
x	Venezuela	4
	Yugoslavia	17
	TOTAL NUMBER OF UNITS -	888.5

x Members of the Intergovernmental Committee on Refugees

RULES FOR THE CONSTITUTION AND PROCEDURE OF THE INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

... ...

... ...

ARTICLE IV.

The Plenary Committee. Composition.

(1). Each Member may be represented by one delegate at plenary meetings of the Committee.

(2) Each Member shall inform the Director of the name of its delegate. Each Member is free to change its delegate at any time, on giving notice to the Director.

(3) Delegates may, if they so desire, appoint substitute delegates to sit on their behalf if they are unable to sit. A substitute delegate may attend all meetings but (except as provided in paragraph 4) shall not speak or vote if his principal delegate is present. The names of substitute delegates shall be communicated to the Director and all subsequent changes thereof.

(4) A substitute delegate may speak and vote at any meetings where his principal delegate is acting as chairman and is for this reason precluded from voting.

....

....

INTERIOR
DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

SMcC/PM.

O.14697/8.

SENT: 31st May, 1944.

DECYPHER TO -

The High Commissioner's Office,
LONDON.....5310.

REPEATED TO -

The Acting Prime Minister of New Zealand,
WELLINGTON... 108.

Your 5426. Please inform the Director-General of the Inter-Governmental Committee on Refugees that we have carefully considered the request in his communication of 13th January for a contribution towards the operational expenses of the Committee for 1944. For the time being we should prefer not to commit ourselves to any stated contribution under this heading but we would be willing to consider the question of contributing towards any particular scheme of relief which may be submitted to us.

This decision does not arise from any lack of sympathy with the objectives of the Committee but from unwillingness in view of the many contributions we will be called upon to make to Inter-Governmental Organisations to pledge our limited resources until we are able to see our total commitments more clearly.

Copy to - E.A. (re draft of 16/5/44)
TREASURY
INTERIOR

3rd June, 1944.

Seen
6/6/44

6/6

Seen
7/6/44

COMMONWEALTH OF AUSTRALIA

DEPARTMENT OF THE INTERIOR
No. 43/1/7914
48/1/7081

PRIME MINISTER'S DEPARTMENT,

CANBERRA,

In reply quote No.
Y.19/1/1.

24th May, 1944.

MEMORANDUM for -

The Secretary,
Department of the Interior.

25 MAY 1944

Forwarded herewith is copy of a statement dated 10th December, 1943, relating to the Bermuda Conference on Refugees.

Five copies of the statement were received in this Department recently without a covering letter.

Copy has also been sent to the Departments of External Affairs and Defence.

A. C. Lemby
Secretary

Seen
JMC
2/6/44

W. Hodgson
Per Private Secretary
2/6

Seen
JM
2/6/44

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM. **SECRET.**

I.14463.
SC37.
RS:VP Dated 17th April, 1944.
2220.
DECYPHER FROM - Received 17th April, 1944.

Prime Minister of New Zealand,
WELLINGTON.

72. We have received from the Director-General Inter-Governmental Committee on Refugees through our High Commissioner in London a request for a contribution (amounting initially to £896) to the administrative expenses of the Committee for 1944. Arrangements have been made for the remittance of this amount at an early date. We are also asked to contribute "in accordance with our abilities and our interest in the humanitarian work of the Committee" to the operating expenses for 1944 which have been assessed at one million pounds and which are being underwritten in the first instance by the United Kingdom and the United States Governments. We propose to reply to the High Commissioner along the following lines but before doing so should be grateful for your comments.

Begins - It is apparent that within the near future we shall be expected to contribute to a number of inter-governmental organisations designed to promote the security and welfare of the peoples of the world and while we are willing and indeed anxious to demonstrate our practical interest in all these bodies we are diffident about making substantial contributions piecemeal until we can have some knowledge of our likely total commitments over the whole field. A separate telegram which we have addressed to the New Zealand Legation, Washington, on this question, and which has been repeated to you sets out fully our attitude in this connection and the reasons for it.

2. For this reason we should prefer not to undertake to make any stated contribution to the operating expenses of the inter-governmental committee on refugees at the present stage though we would be willing to consider the question of contributing towards any particular scheme of relief which may be submitted to us. In communicating the substance of the above to the Director-General you might inform him that we have recently agreed to receive and accept responsibility for the maintenance of up to 700 Polish children from the Middle East. This project which it is expected will come to fruition in the near future will involve the Government in a very considerable expenditure." - ends.

3. The telegram to which reference is made above has also been repeated to you as No. 77 of 14th April, (which number please amend to read as No. 70).

COPY TO - MIN. & DEPT. E.A. (ATTN.)
" " " " TREASURY.
" " " INTERIOR.

19.4.44.

Mr. Peters:
Do you want this held for the present?
6/5/44

Ner-
6/5/44

INTERIOR.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

I.14463.
SC37.
Dated 17th April, 1944.
2220.
Received 17th April, 1944.

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COPY TO - MIN. & DEPT. E.A. (ATTN.)
" " " " TREASURY.
" " " INTERIOR.

19.4.44.

INTERIOR.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

SECRET.

TH:MMD. O.8431.

DECYPHER TO: Dated 29th March, 1944.

PRIME MINISTER OF SOUTH AFRICA,
CAPETOWN.

26.

Your 26. Intergovernmental Committee on Refugees.

In instructing our representative to inform the Intergovernmental Committee of our acceptance of the proposals for enlarging its scope and functions and extending membership, we made the following statement regarding finance.

"We accept in principle the sharing of administrative expenses among Member Governments but would appreciate information regarding estimated expenses and system of fixing quotas. We understand that at the present stage we are accepting no obligation to contribute to the cost of maintaining and transporting refugees but that this matter will be considered later and any contribution by Australia will be at our discretion."

We have since authorised payment of contribution of £851 toward administration expenses but have not received any representations from Committee regarding operational expenses.

COPY TO MIN. & DEPT. EXTERNAL AFFAIRS.
" " " INTERIOR.
ACCOUNTS.

30th March, 1944.

Seen
JMC
31/3/41

Seen
JM
4/4/44

Interior.

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

DB/NM.

I. 11223.
36. 441.
Dated : 24th March 1944.
1658.
Rcd. : 25th March 1944.

DECODE FROM :

The Prime Minister of South Africa,
CAPETOWN.

No. 26. The Union Government would be glad to learn whether the Australian Government are contemplating contributing towards operational expenses in accordance with the invitation of the Inter-Governmental Committee on Refugees in London.

Copy to : Minister & Department of E.A. (Advice)
" " " " Interior.
Accounts.

25/3/44.

EXTRACT FROM CONFIDENTIAL REPORT ON THE CONFERENCE ON THE REFUGEE PROBLEM HELD AT BERMUDA, April, 1943 (see file 43/1/7081).

"44. The conference examined the possibilities of the reception of refugees in other territories in Latin America, the British Dominions and Africa. But it was agreed that the problems raised could not usefully be discussed further at a meeting confined to representatives of the United Kingdom and the United States of America and must be referred to the Inter-governmental Committee. On the subject of the refugee settlement in Santo Domingo, note was taken of the report that the experiment had not fulfilled expectations."

- - - - - - - - - -

43/1/7081
Russo

COMMONWEALTH OF AUSTRALIA.

DEPARTMENT OF THE INTERIOR
No. 43/1/7081

DEPARTMENT OF EXTERNAL AFFAIRS,
CANBERRA.

4th January, 1944.

MEMORANDUM TO:

The Secretary,
Department of the Interior,
CANBERRA.

4 JAN 1944

I refer to your memorandum of 15th October and telegram 12402 from the High Commissioner's Office in London regarding the Inter-governmental Committee on Refugees.

The Minister for External Affairs has approved of the draft telegram enclosed herewith and it has been submitted to the Treasurer for consideration in regard to the financial commitments involved. I propose to despatch the telegram as soon as the concurrence of the Treasurer has been obtained.

Recd 25/1/44

W.R. Hodgson
Secretary.

25/1/44

DRAFT TELEGRAM TO THE COMMONWEALTH ACCREDITED REPRESENTATIVE,

LONDON.

No.:

Date:

Your 12402.

Please inform High Commissioner for Refugees Australian Government accepts recommendations contained in his letter of 10th August, for enlarging scope and functions of Intergovernmental Committee and for extending membership.

2. Regarding relationship between Refugees Committee and U.N.R.R.A., we approve general idea of collaboration between two bodies but wish to withhold comment until fuller information is available regarding functions of any machinery for repatriation created by U.N.R.R.A.. Administration since the Atlantic City Conference including the standing committee on Displaced Persons. Any elucidation on this point would be appreciated.

3. Regarding finance, we accept in principle the sharing of administrative expenses among member governments and voluntary contributions to meet other commitments but would appreciate information regarding estimated expenditures and system of fixing quotas.

23rd December, 1943.

FOR THE MINISTER:

The Director of the Intergovernmental Committee on Refugees, by letter dated 11th August, 1943, placed before the Commonwealth Government certain proposals regarding the future work of the committee. By telegram 12402, received on 8th December, 1943, the High Commissioner's Office, London, stated that the Committee was pressing for Australia's views.

2. This Committee was formed as a result of the Evian Conference of July, 1938, and Australia, whose representatives took a prominent part in that conference, has been a member since its inception. The committee was brought into being mainly to secure, by discussion with German authorities, the orderly migration of refugees from Germany and Austria (later extended to Sudetenland), and the outbreak of war limited the possibility of carrying on its work.

3. Largely owing to this fact, Australia has not so far been required to take an active part in its work or even to contribute to its expenses. In June, 1940, Ministerial approval was given for the payment of £A509 as Australia's share of a total amount of £10,000 sterling required for the expenses of the committee from its inception to December, 1940; but, pending a decision regarding the future functions of the committee, payment was deferred. In 1941 and 1942 the Commonwealth was formally notified by the Director that cash in hand was sufficient to meet estimated expenditure without asking for any contribution from the members of the committee for those calendar years.

4. At the Anglo-American Conference on Refugees, held at Bermuda in April, 1943, however, certain recommendations were made to use the Intergovernmental Committee in handling the post-war problem of refugees. Consequent on these recommendations, the Executive of the Intergovernmental Committee, consisting of representatives of the Governments of the United States of America, United Kingdom, Netherlands, Brazil and Argentina and of the French National Committee of Liberation, was called together in London in August last to consider general refugees problems and the reorganisation of the Committee on a wider basis. The proposals now placed before the Commonwealth Government were framed at that meeting.

5. The executive recommends that :-

(a) the Intergovernmental Committee should extend its mandate to cover all political, religious and racial refugees from Europe, wherever they be, and take such steps as may be necessary to preserve, maintain and transport them.

(b) Member governments should share the administrative expenses of the committee and will also be invited in due course to contribute to the cost of maintaining and transporting refugees "in accordance with their abilities and their interest in the humanitarian work of the Committee".

/(c) After

CANBERRA,
23rd December, 1943.

(c) After refugees have arrived at places of temporary refuge, U.N.R.R.A. should be asked to undertake their maintenance in countries where it is operating and elsewhere the Intergovernmental Committee will assume responsibility for maintenance after negotiation with the Governments concerned. The question whether new groups of refugees should be maintained by the Intergovernmental Committee or by their own governments should be for consideration on the individual merits for each group.

(d) The membership of the Intergovernmental Committee should be extended by inviting nineteen Governments not at present represented to become members.

6. The recommendations of the Executive do not raise any question relating to the admission of refugees to any particular country. Acceptance of the recommendations would carry a general obligation to participate as a member of the committee in carrying out the enlarged functions of the Committee. The individual financial commitment would be:-

(a) To share in administrative expenses.

No indication has been given of the annual amount likely to be required. In 1940 it was estimated that £10,000 was required, for 16 months' expenses, to the end of that year and the Australian quota was £A509. The increased activity of the Committee will raise administrative expenses but the proposal to bring in 19 more Governments will lower the per capita quota.

(b) To contribute, when invited to do so, to the expense of maintaining and transporting refugees. The amount of such contribution will apparently be left to our own decision.

7. It is submitted that it is necessary for the orderly handling of the current and post-war problem of refugees that the scope of the Intergovernmental Committee be enlarged. It is also submitted that it is desirable that Australia should continue to be associated with its work for humanitarian reasons and in order to discharge our responsibilities as a member of the family of nations. At the same time, because of the relationship of this work to immigration policy, it would be a practical advantage to keep closely in touch with all aspects of the handling of the refugee problem.

8. The subject has been discussed with the Department of the Interior, which has informed us that the Minister for the Interior, so far as his interest in the subject is concerned, has no objection to the adoption of these recommendations.

9. One point that is not at present wholly clear is the relationship between the Intergovernmental Comm ttee and the Committee on Displaced Persons set up by U.N.R.R.A. but there has been no suggestion that the Intergovernmental Committee will be superseded. Apparently U.N.R.R.A. will undertake the maintenance of some refugees as indicated in paragraph 5(c) above and will be responsible for the repatriation of displaced persons

/who wish to

who wish to return to their homes in re-occupied countries.

10. It is therefore recommended that the proposals set out in paragraph 5 above be accepted in principle by the Commonwealth.

———

Herald.
Dec. 24-43

WORLD'S REFUGEE PROBLEM

MOVING 20,000,000 BACK HOME

The Herald Special Service

LONDON, Thursday. — The vast majority of the 20,000,000 war refugees will want to return to their countries as soon as possible after the war and the main difficulty will be controlling the rush in the opinion of the High Commissioner for Refugees, Sir Herbert Emerson.

His estimate of 20,000,000 homeless does not include war prisoners, but covers men and women taken to Germany from German-occupied countries for forced labor.

"Repatriation will not be an easy business," said Sir Herbert Emerson. "But, thanks to the help of U.N.R.R.A., we hope that 80 per cent. of the refugees able to return will be back in their own countries, probably within a year after the war. Certainly 90 per cent. will want to return and I hope it may be as high as 98 per cent.

All the refugees will be unable or unwilling to return, because of religious, racial and political persecution. This total should not exceed 1,000,000, but new homes must be found for them. They are now scattered in at least 26 countries.

Britain's Quota

Sir Herbert estimated that 58,000 adult German and Australian refugees and 11,000 children arrived in Britain between 1933 and 1939 of which about 12,000 had emigrated since the war, 6000 had joined the forces and the rest were engaged on national service.

Since 1939 60,000 foreign refugees were admitted to Britain and were still arriving at 800 monthly. Mostly they were Allied nationals and many had joined their armed forces.

No Government at present is willing to make a final declaration of policy regarding the refugees who have received asylum because they cannot foresee the economic conditions prevailing after the war. It is important to remember that most governments, including the British, do not allow employment for foreigners if their own nationals are available.

"If there is unemployment after the war, the first to lose jobs would be foreigners. That is almost inevitable and it is recognised by the refugees themselves.

"The country with full employment will be able to absorb refugees to its definite advantage, but the country without full employment may have greater difficulties in adopting a liberal attitude."

Three Plans

Sir Herbert Emerson suggests three alternative solutions for dealing with apparently "non-returnable" refugees.

First, to make conditions fit for them in their own countries. Numbers of Jews are likely to return immediately, especially to Austria, but it is not a practical proposition from the political and human standpoint to force them back against their will;

Secondly, the absorption by the countries of temporary asylum. Some will want to go to Palestine, the United States, and South Africa, where relatives are already settled.

Third, emigration. Big scale settlement is costly, and is not easy, with Palestine the successful exception. The other method is individual migration, which accounted for 90 per cent. of the cases permanently settled. This is unspectacular and gradual, but achieves results.

Besides being the League of Nations High Commissioner, Sir Herbert Emerson is also honorary director of the Inter-Governmental Committee on Refugees, on which 40 Governments are represented.

? Austrian

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

SOUTH AUSTRALIA

Almost the whole of the 352 skilled and 172 unskilled men employed on defence contract work in South Australia ware engaged on the construction of the large muntion factories which are being erected at Adelaide. One is already 50 per cent. complete, but will continue to absorb 132 skilled and 96 unskilled men until finished.

The number of men employed at the second muntions works, however, will be greatly increased in the near future. At present, said Senator Foll, 223 skilled and 146 unskilled men were engaged here, but it was anticipated that as fresh sections were put in hand the number of workmen would rise to 750 skilled and 250 unskilled.

Projected defence works included the 150-bed Adelaide military hospital, and air observers' school, an initial training school, a bombing and gunnery school, and the second section of a military camp.

These undertakings, said Senator Foll, would provide work for approximately 1,980 skilled and 465 unskilled men, but the actual number of men employed on them at any one time would depend entirely when work commenced on each separate work. About 300 skilled and 50 unskilled men would be required for the air observers' school, while the bombing and gunnery school should absorb 400 skilled and 75 unskilled workers.

Defence works being carried out by the State were at present absorbing 487 skilled and 743 unskilled men, and works which were to be started shortly would increase this number by 28 skilled and 165 unskilled men. Most of this work was connected with the Adelaide military hospital and the various training schools under the Empire Air scheme.

The sharp decline in ordinary Commonwealth public works in consequence of the concentration upon the defence works programme was revealed by the fact that only 27 skilled and 24 unskilled men were at present engaged on this type of construction.

"So far no difficulty has been experienced in securing labour," stated Senator Foll, "but I cannot forecast whether a shortage of

S. M. Herald.

13. 12. 43

FINDING HAVENS FOR REFUGEES

Report on British and U.S. Aid

LONDON, Dec. 12. (Offical Wireless and A.A.P.).—Simultaneous releases by the U.S. State Department and the British Foreign Office reveal that 60,000 refugees have been admitted to the United Kingdom since May, 1940, and in the past 10 years 580,000 have entered the United States.

The statements dealt with the conference on refugees which was held in Bermuda last April.

Refugees are still being admitted to the United Kingdom at an average rate of at least 800 a month.

Details are given on information which was before the conference. This showed that about 40,000 Polish refugees were in process of being removed from Persia to East and South Africa, India, Palestine, and Mexico. The problem of caring for 16,000 Greek refugees was in hand, and about 195,000 immigrants from Europe, the majority refugees, had been admitted into the United States since 1938.

The Palestine Administration had offered to receive 34,000 potential Jewish refugees from Europe.

A declaration by several nations which will reassure neutral States regarding the future of refugees and encourage them to give temporary asylum will be published soon.

Invitations have been issued to 20 more Governments to join the committee. If all accept the committee will then consist of 49 member Governments.

The Assistant Secretary of State, Mr. Breckenridge Long, recently told the U.S. House of Foreign Affairs Committee that America was ready to take all new refugees from France and other occupied territory.

He added: "All neutral countries in Europe, including Spain, have cooperated in finding a way out for refugees. However, Britain and America have had the chief responsibility of meeting the problem.

Mr. Long was giving evidence on proposed legislation to create a commission to "rescue Jewish people from Europe," and his report is believed to have swung the committee into opposition to this plan.

DEPARTMENT OF EXTERNAL AFFAIRS.

SECRET

CABLEGRAM.

I.40528.
C3443.

PJC.MEL.

Dated: 8th December, 1943.
2100
Rcvd: 9th December, 1943.

DECYPHER FROM:

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

Circular D. No.1075.

My telegram D. No.1037 of 29th November.

Refugees.

The United States Government have represented desirability of making very early statement regarding work of Bermuda Refugee Conference and subsequent action by the United Kingdom and United States Governments and the Inter-Governmental Committee. We have accordingly prepared draft of such a statement for issue on behalf of the two Governments. We now learn that the United States Government are anxious to issue statement forthwith on lines of our draft and we have felt bound to agree. Arrangements are being made for the exact text to be telegraphed to us so that simultaneous publication may be arranged. The actual date of publication is not yet settled but will probably be within the next day or two. Presume that text will reach you through public channels but will telegraph it if you specially desire.

Copy to - War Cabinet
Defence
E.A.

10th December, 1943.

Dec Cutting from "D.M. Herald" 13/12/43

PRIME MINISTER'S DEPARTMENT.

br. Carrodus

CABLEGRAM. SECRET

JT/HE

I. 48362.
SC128.
Dated 29th November, 1943.
2110.
Received 30th November, 1943.

DECYPHER FROM-

SECRETARY OF STATE
FOR DOMINION AFFAIRS
L O N D O N.

D No. 1037. Secret.

My telegram 29th July D 471.

Refugees.

In accordance with the Bermuda recommendation, the Governments of Belgium, Czechoslovakia, Greece, Luxemburg, Netherlands, Norway, Poland, Yugoslavia and French Committee of National Liberation are now being invited to subscribe to Declaration in terms of my telegram under reference with amendments in following paragraph.

They are being informed that the Governments of United Kingdom, United States, and U.S.S.R. are ready to subscribe to it and that when agreement of other Allied Governments concerned has been obtained it is proposed to arrange for immediate publication.

2. Amendments are -

(a) 1st sentence of 1st paragraph, insert "and French Committee of National Liberation" after "Yugoslav Government".

(b) 2nd sentence of 2nd paragraph now begins "They further declare that it is a part of their settled policy to ensure....." and "now" is omitted before "displaced".

3. As with the Declaration of 17/12/42 (Paragraph 3 of my telegram 12/12/42 D No. 540) on German treatment of Jews it has been felt that the eventual return of refugees to countries now occupied by the enemy is primarily a European question. The Governments of countries outside Europe other than the United States have therefore not been approached. If, however, His Majesty's Governments in Dominions wish to associate themselves with proposed declaration we suggest that best method would be for them to issue a public statement when it is published. We will communicate the final text and time of publication when settled.

COPY TO War Cabinet.
Defence.
External Affairs.

30th November, 1943.

43/1/7081

DEPARTMENT OF THE INTERIOR

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM. SECRET.

I.49352

IB/HB

SC 232L
Sent 7th December, 1943.
1524
Received 8th December, 1943.

DECYPHER FROM
HIGH COMMISSIONER'S OFFICE,
LONDON.

12402. Inter-Governmental Committee on Refugees referred to Prime Minister's Department, my memorandum 18th August.

High Commissioner for Refugees pressing for Australia's views.

Please advise nature of reply that should be sent him.

Copy to : P.M's Dept. (Advice)
E.A.
Interior.

9/12/43.

(Del over memo 12/10/43 to Ex Affrs 9/12/43

MK.

DEPARTMENT OF THE INTERIOR
43/1/7081

12th October, 1943.

MEMORANDUM TO:

The Secretary,
Department of External Affairs.
- - - - - -

INTER-GOVERNMENTAL COMMITTEE ON REFUGEES.

I refer to the minute of 13th September, 1943, from the Prime Minister's Department (P.M. file No.Y.19/1/1), relative to a letter dated 10th August, 1943, submitted by the High Commissioner's Office, London, from the Director of the Executive Committee of the Inter-governmental Committee on Refugees.

2. The recommendations of the Executive Committee set forth in the Director's letter of 10th August have been submitted to the Minister, and I am directed to inform you that so far as this Department is concerned, there will be no objection to the adoption of those recommendations.

3. I am to add that the Minister's decision is subject to the understanding that, so far as the financial commitments are concerned, your Department will obtain the views of the Department of the Treasury before arranging for advice to be forwarded to the High Commissioner's Office as to the nature of the reply to be sent to the Director of the abovementioned Executive Committee.

for Secretary.

The Secretary,
Prime Minister's Department.
- - - - - -

Forwarded for information in connection with your minute of 13th September, No.Y.19/1/1.

for S e c r e t a r y,
Department of the Interior.
12/10/43

Mr Horsfall
Perhaps I should comment on
this minute
12/10

11 Oct
13/10

RS
13/10/43

MK.

DEPARTMENT OF THE INTERIOR.

No. S.S.94.

MEMORANDUM:

INTER-GOVERNMENTAL COMMITTEE ON REFUGEES.

With reference to the attached memorandum, the matter calling for immediate attention is whether the Commonwealth Government agree to the recommendations of the Executive Committee of the Inter-governmental Committee, at their meeting held on 4th August, 1943, and set forth in paragraph 8 of Mr. Horgan's memorandum.

2. The recommendations, briefly, cover the following points :-

(i) Extension of the Committee's mandate to deal with all refugees, or potential refugees as a result of events in Europe, and not merely a limited class.

(ii) Member Governments asked to share the administrative expenses of the Committee (Australia previously contributed £400 per annum). An invitation will be sent later to contribute towards other expenses, such as for transport and maintenance, involved in the Committee's work.

(iii) Functions of the Committee in regard to maintenance of refugees after arrival at places of temporary refuge, etcetera.

(iv) Extension of membership of Committee - new States to be invited to join and two former member States to be asked to resume membership.

(v) Staff of Executive Committee - appointments of salaried Vice Director and Secretary.

3. As Mr. Horgan points out, the recommendations of the Inter-governmental Committee are primarily for consideration by the Department of External Affairs. I discussed this matter with Mr. Hasluck, of that Department. He said that his Department would have to deal with the question of representation on the Committee and that before any reply is sent to London, his Department would take up with the Department of the Treasury the question whether the Government will be prepared to commit itself to expenditure involved. He considers that the question whether the Commonwealth will go beyond contributing to the administrative expenses is one that could be left for later consideration when the Inter-governmental Committee send out invitations to the member Governments to make additional contributions to the expenses involved in the Committee's work.

4. Mr. Hasluck also expressed the opinion that if the Commonwealth agreed to the recommendations referred to above, it would not commit the Commonwealth to receiving refugees whom the Committee may wish to send here when transport becomes available. The question whether the Commonwealth will agree to accept further quotas of refugee migrants will be a matter for the Government to decide. If the Government approve the suggestion in the Cabinet memorandum on the subject of migration of the formation of an inter-departmental committee to advise on white alien immigration, the question of refugees could be given special consideration by that committee. If there is likely to be any considerable delay in the formation of that committee, the question of further consideration of the refugee question by an inter-departmental committee could be revived.

/ 5.

5. I also spoke to Mr. Crisp, of the Department of Post-war Reconstruction, and he said that he did not think it was a matter for his Department to advise on the particular recommendations submitted by the Inter-governmental Committee.

6. It is not desirable to hold up a reply to the Despatch pending settlement of the future policy in regard to the admission of refugees to Australia, and I do not think there would be any objection to advising the Department of External Affairs that this Department offers no objection to the adoption of the recommendations of the Executive Committee, on the understanding that so far as the financial commitments are concerned, that Department will submit the matter to the Department of the Treasury for its views before advising the High Commissioner's Office in London as to the nature of the reply to be sent to the Director of the Executive Committee.

7. Mr. Hasluck said he would be pleased to come to the Department to discuss the matter further if the Secretary so desires, and it is suggested that he be asked to do so before submission of a recommendation to the Minister.

A Peters

2/10/43

The Minister:

I do not see any reason why Mr. Hasluck of the Department of External Affairs should be asked to discuss this matter with the Department.

2. The question of approving or otherwise of the recommendations made by the Executive Committee of the Inter-governmental Committee is a matter for the Department of External Affairs and the Treasury.

3. This Department would be interested only in any decision or recommendation that might be made by the Committee to send refugees to Australia.

4. The suggested reply to the Department of External Affairs made in paragraph 6 of Mr. Peters' memorandum of 2/10/43 is submitted for approval.

Para (6) above approved
11—10—43
J.S. Collings.

J.A. Carrodus

(J.A. Carrodus)
Secretary.
11/10/43

DEPARTMENT OF THE INTERIOR.

KK

No.

MEMORANDUM:

INTERGOVERNMENTAL COMMITTEE ON REFUGEES.

The Intergovernmental Committee is the outcome of the Evian Conference convened in July, 1938, at the suggestion of President Roosevelt, to consider questions of alleviating the problems connected with refugees from German occupied territory.

2. The Evian Conference was attended by representatives of thirty-two countries. Twenty-nine countries are still members of the Committee (including the Commonwealth) which is controlled by an Executive Committee consisting of representatives of the Governments of Brazil, France, the Netherlands, United States of America, United Kingdom and the Argentine.

3. The activities of the Intergovernmental Committee related to -

(i) persons who had not yet left Germany (including Austrian and Sudeten areas) but who were required to emigrate on account of their political opinions, religious beliefs or racial origin; and

(ii) persons as defined in (i) who had already left their country of origin but had not established themselves permanently elsewhere.

The main purpose of the Committee was to secure, by discussion with the German authorities, an orderly system of migration for those who had to leave German occupied territory. This involved the finding of permanent homes for many refugees and in its work the Committee co-operated with the League of Nations and the International Labour Office.

4. No obligations were assumed by countries of refuge and settlement for the financing of the migration of refugees. The administrative costs of the Committee were met by allocations from member Governments on a pro rata basis, the estimated annual expenditure of the Committee being $50,000 of which the Commonwealth's share was approximately £400. After the outbreak of war the Committee's activities were practically suspended and no contributions have been made to it since 1939.

5. In view of the increasing gravity of the refugee problem in Europe, arising from the flood of refugees crowding into neutral countries, the United Kingdom Government this year suggested the holding of a private conference with a view to reaching an understanding for a co-operative effort which would pave the way for an approach to other Governments to ascertain what they would be prepared to contribute towards solution of the problem.

6. The United States American Government agreed that concerted effort was necessary and an informal conference of representatives of the United Kingdom and United States American Governments was held at Bermuda in April, 1943.

7. The Informal Conference recommended that the refugee problem should be entrusted to the Intergovernmental Committee on Refugees whose primary interest should be countries and peoples from which refugees came as a result of war in Europe or in which they may find refuge. The Conference proposed that the following measures be considered by the Executive Committee of the Inter-Governmental Committee:-

(a) Its mandate should be revised to empower the Executive Committee to negotiate with allied or neutral States or organisations to preserve, maintain and transport

DEPARTMENT OF THE INTERIOR.

NO.

refugees from all countries from which they come as a result of the war in Europe or in which they may find refuge in Europe and to receive and disburse for those purposes both public and private funds;

(b) Membership of the Inter-Governmental Committee should be broadened and specifically U.S.S.R., Poland, Greece and Yugo Slavia and possibly other countries should be invited;

(c) Adequate funds should be provided, Member States should be urged to make material contributions, preferably pro-rata on League of Nations basis. If this is impracticable voluntary contributions from member governments would be reasonable alternative. It was assumed that, in addition, considerable funds would be available from private sources;

(d) Considerable increase in the staff of the Executive Committee was essential. A specific recommendation was made for the creation within the executive committee of a management committee consisting of a salaried Chairman Director and a Secretary.

The *Informal* ~~Imperial~~ Conference stressed the urgency of the problem and suggested that the various governments take immediate steps to implement the recommendations made.

8. A meeting of the Executive Committee of the Inter-Governmental Committee was held on 4th August, 1943, to consider the measures recommended by the Informal Conference. The Executive Committee has taken action as follows:-

(i) Extension of Mandate of Inter-Governmental Committee.

It was recommended that the Committee's mandate be extended to include, as may be found necessary and practicable, those persons wherever they may be who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs.

The Executive Committee to be empowered by member States to undertake negotiations with neutral or Allied States or with organisations in regard to persons coming within the extended mandate and take such steps as may be necessary to preserve, maintain and transport them; the Executive Committee to be empowered to receive and disburse public and private funds for this purpose.

(ii) Finance.

It was recommended that Member Governments share the administrative expenses of the Committee.

In regard to expenses incurred in connection with the maintenance and transport of refugees the United Kingdom and United States American Governments have agreed jointly to underwrite such expenditure. These Governments, however, consider that when a clearer idea is obtained of the money required for the efficient conduct of the Committee's work under its new committments an invitation should be sent to all member Governments inviting them to contribute also to such expenditure in accordance with their abilities and their interest in the humanatarian work of the Committee.

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The Executive Committee recommended that such an invitation be addressed in due course to all Member Governments.

(iii) Functions of Committee.

The following recommendation was adopted:-

"After refugees arrived at places of temporary refuge which the Inter-Governmental Committee had succeeded in obtaining for them, they should be maintained by the United Nations Relief and Rehabitation Administration in countries in which the administration is operating,if it is willing to undertake the task. Elsewhere it will be for the Intergovernmental Committee itself to assume responsibility for maintenance after negotiation with the Governments concerned."

The Executive Committee considered that normally Member Governments or voluntary organisations who have assumed financial commitments in respect of refugees should continue to do so. Exceptional cases of hardship should be considered on their merits. The Executive Committee agreed that the question whether new groups of refugees should be maintained by the Committee or by their own Governments should be further considered on individual merits in each case.

(iv) Extension of membership of Committee.

The Executive Committee instructed the Director to issue invitations to seventeen new States and to request the Governments of Guatemala and Panama to resume their membership.

(v) Staff of Executive Committee.

The Executive Committee decided to make two full time and salaried appointments forthwith, viz. those of Vice Director and Secretary. Mr. Patrick Malvin, an American has been appointed Vice Director. The Secretary is to be selected. It is understood that he would not be of American of British nationality.

9. In regard to the question of whether a Plenary Session of the Intergovernmental Committee should be convened to discuss the Executive Committee's actions and recommendations, the Executive Committee felt that in view of the urgency of the problem, the delay which would occur if normal procedure were followed and the inconvenience which would be caused to some States in present conditions, member Governments would wish decisions be reached as early as possible. The Executive Committee has therefore asked that Member Governments form their views from the material furnished and that the recommendations made be given sympathetic consideration and early approval.

10. The recommendations submitted by the Executive Committee may be primarily a matter for consideration by the Department of External Affairs. The recommendations, however, involve the acceptance by member States, of which the Commonwealth is one, of a degree of responsibility for the maintenance and transport of refugees of various races, and incidentally for their eventual permanent settlement.

11. No doubt when transport is available representations will be made to the Commonwealth Government to accept a proportion of refugees for permanent settlement. This will necessarily have a considerable bearing on the Commonwealth's future immigration

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policy and as such this Department becomes ~~virtually~~ vitally interested in the matter. It would to some extent also affect the Commonwealth's post-war reconstruction plans.

12. As a result of the Evian Conference the Commonwealth agreed to accept 15,000 refugees from Nazi oppression (Germans, former Austrians and Czechs). Less than 7,000 of these refugees arrived. In addition the Commonwealth later agreed to accept Polish Jewish and Greek refugees. In the circumstances and as an immigrant receiving country it is difficult to see how Australia could adopt a purely negative attitude in the matter.

13. The date when Australia may again be invited to accept refugees as permanent settlers may yet be some distance away. The gravity of the refugee problem in Europe is, however, such that the Commonwealth could not on humanitarian grounds, afford to defer consideration of the matter unduly.

14. It is suggested that as an initial step it would be desirable for the Executive Committee's recommendations to be discussed by representatives of the interested Departments, viz. External Affairs, Post-War Re-construction and Interior with a view to formulating recommendations for the Government's consideration.

J Horgan.

23.9.1943.

Received from
Dept Gen. Affairs 10/12/43

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

is so short as to prevent a lengthy discussion of this important subject. I support the arguments of the honorable member for Swan (Mr. Marwick), and I am surprised to notice that those honorable members on the Government side of the House who represent large numbers of wheat-growers have not done likewise. I refer to the honorable members for Calare (Mr. Breen), Riverina (Mr. Langtry) and Darling (Mr. Clark). I cannot understand how they will attempt to justify their present attitude when they have to face the wheat-growers. A great deal of argument has arisen from the Government's proposal to spread the guaranteed price of £27,000,000 over the entire crop of 153,000,000 bushels instead of over the 140,000,000 bushels for which provision was made. I cannot believe that this Government, or any other government, would take charge of

Abbott, J. P.	Marwick, T. W.
Badman, A. O.	Menzies, R. G.
Cameron, Archie	Paterson, T.
Collins, T. J.	Perkins, J. A.
Duncan-Hughes, J. G.	Prowse, J. H.
Francis, J.	Spender, P. C.
Harrison, E. J.	Spooner, E. S.
Holt, H. E.	Stewart, Sir Fred
Hughes, W. M.	
Jolly, W. A.	*Tellers:*
McDonald, A. M.	Corser, Bernard
McEwen, J.	Guy, J. A.

NOES.

Baker, F. P.	Lawson, George
Barnard, H. C.	Lazzarini, H. P.
Beasley, J. A.	McLeod, D.
Blackburn, M. M.	Makin, N. J. O.
Breen, J. P.	Morgan, C. A. A
Brennan, F.	Mulcahy, D.
Chifley, J. B.	Pollard, R. T.
Clark, J. J.	Riordan, W. J. F
Dedman, J. J.	Rosevear, J. S.
Drakeford, A. S.	Scullin, J. H.
Falstein, S. M.	Ward, E. J.
Forde, F. M.	Wilson, A.

COPY HST:MM

P.M.File No.Y.19/1/1.

COMMONWEALTH OF AUSTRALIA

No.10817.

Australia House,
Strand. London. W.C.2.

No.430/3/73.

18th August, 1943.

MEMORANDUM for :-

The Secretary,
Prime Minister's Department,
CANBERRA.

Intergovernmental Committee on Refugees.

Attached, for your information and consideration, is copy of a communication recently addressed to the High Commissioner by the Director of the Executive Committee of the Intergovernmental Committee on Refugees, Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E., who, incidentally, is also High Commissioner for Refugees.

(SGD.) R.H.WHEELER.

for A/OFFICIAL SECRETARY.

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with copy encl.
COPY/: E.A.
INT.
P.W.R.

Attach file re Bermuda Conference

14 SEP 1943

16/9/43

16 SEP 1943

The Secretary,
Department of the Interior.

- - - - - - -

Referred.

A.C. Lemby
for Secretary.
Prime Minister's Department.

13 SEP 1943

INTERIOR.

PRIME MINISTER'S DEPARTMENT.

HE

CYPHER FROM-

CABLEGRAM. SECRET.

SECRETARY OF STATE
FOR DOMINION AFFAIRS
LONDON.

T.56370.
SC240.
Dated 30th August, 1943.
1845.
Received 31st August, 1943.

DEPARTMENT OF THE INTERIOR
No. 43/2/914

D No. 608. Secret.

S.R. No. 300. My telegram 29th April D No. 251, Southern Rhodesia No. 145, paragraph 1.

President of United States has now agreed in principle to establishment in French North Africa of camp for up to initial number of 1500 refugees from Spain. This concession only secured after considerable pressure on United States Authorities and it is clear that they expect a corresponding concession on our part. Possibilities are being urgently explored.

COPY TO War Cabinet.
Defence.
External Affairs.
Min. & Dept. Interior.

1st September, 1943.

3 SEP 1943

43/2/914

File

30/11/43

~~29/11/43~~

~~24/11/43~~

INTERIOR
PRIME MINISTER'S DEPARTMENT.

CABLEGRAM.

43/2/914

LM/PM.

O.21302.

SENT: 5th August, 1943.

DECODE TO -

The Australian Government
Trade Commissioner,
NEW YORK.

9 AUG 1943

268. For Bailey X.124.

Melbourne Sun special service from Washington 2nd August quoting survey United States Foreign Policy Association on post-war repatriation sixteen million European refugees mentions briefly possibility of settlement Canada and Australia. Appreciate copy of survey fastest route. DAWSON.

Copy to - MIN. & DEPT. INFORMATION (re memo. of 5/8/43)
" " " E.A.
" " " INTERIOR.

Secty.
6th August, 1943.
I asked Mr Dawson to let us know if he receives further information on this subject.
6/8/43

Seen
7/8/43

Rs.
20/9/43

PERSECUTION OF JEWS

Meeting Calls for Action Now

Speakers at a meeting called by the Australian section of the World Jewish Congress in the Maccabean Hall, Darlinghurst, last night, claimed that the recent conference at Bermuda on refugees had failed to promise sufficient relief for Jews now dying under Nazi domination.

In a resolution moved by the Coadjutor-Bishop of Sydney, Dr. Pilcher, and the president of the New South Wales Labour Council, Mr. J. J. Maloney, the meeting "insisted that the United Nations take immediate action for the rescue of those who can still be rescued," and asked that Palestine be opened immediately to the entry of Jewish refugees.

The resolution said that the United Nations were not justified in delaying action until the end of the war, and asked the Commonwealth Government to support action in the councils of the United Nations.

The official representative in Australia of the Congress, Dr. M. Laserson, said that the Germans were wiping out 6,000 Jews a day in a cold-blooded scientific extermination. This horror was the concern of Christians as well as of Jews, and the conference of Bermuda had been called because that was recognised. But the conference had accomplished nothing for immediate large-scale rescue work. It had revealed, in all its horror, the incredible state of selfishness, indifference, and callousness in which mankind had been plunged.

BERMUDA DISAPPOINTMENT

Dr. Pilcher said that Bermuda would in future be remembered, not as a place of beauty, but as the scene of an appalling disappointment.

"I feel that one certainly cannot put one's trust in bureaucrats, or in parliamentary under-secretaries," he said. "But what horrifies me more than that is the callousness—it may be ignorance—of so many people in Britain and the Dominions, who seem to be lacking in understanding and sympathy.

Mr. Maloney suggested that an exchange should be made of Jews from the ghettoes with German prisoners of war in Allied hands. The Red Cross organisation should be used to assist.

Mr. Maloney said that the suggestion of settling Jews in the Kimberley area did not go far enough, since Australia could absorb every potential Nazi victim.

The Bishop of Goulburn, Bishop Burgman, said that the Jewish tragedy was part of our own human tragedy.

"People read casualty lists in the newspapers," he said, "probably long after they have read the lottery list. We are so used to death and disaster that our minds are callous, our sympathies seared.

"This Jewish tragedy calls on us to make a superhuman effort to save even our own souls and our own humanity."

A message was read from Archbishop Gilroy, addressed to Rabbi Porush, of the Great Synagogue. It said that he had read with increasing horror and indignation of the persecution, incarceration, and wholesale massacre of innocent people, for no other reason than that they were Jews. He united his prayer with that of Dr. Porush that God would enlighten those who guided the nations, so that they might employ the best means available to restore hope, freedom, and tranquillity to those who had been unjustly robbed of them.

43/2/914

Sydney Morning Herald

6-8-43.

9 AUG 1943

Attach to 43/2/914

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

taking place.

When a full training plan is commenced there are two factors which will be uppermost in the minds of those who implement it. The first is that the individual is suitable for the calling, and the second is that there is room in that avocation for him. Any training given will be designed to bring the man to full wage-earning capacity in the trade or calling.

I understand that the reference in the bill is to an amendment of the act which will enable regulations to be made covering the matter of rehabilitation. It will be noted that that matter has had only a brief, even a scanty, reference in the Minister's speech. I do not suggest that the honorable gentleman is not alive to its importance. He has had a tremendous area to cover. While attached to the Department of Labour and National Service, I gained some slight experience of the problem. An attempt was made to inaugurate a scheme. Knowing how difficult it is to plan ahead effectively, particularly when the planners are busy men who are engaged daily with the exacting tasks of administration in relation to the general problem of repatriation, I suggest to the Minister that there must be both special caution and a special effort in order that planning shall not be neglected, and that, beyond the planning, machinery shall be established and be ready to function smoothly when pressure is applied to it.

Mr. Frost.—A committee under the chairmanship of Mr. Mighell is now dealing with the matter.

Mr. HOLT.—Mr. Mighell is a man for whom every member of this House has considerable admiration. We are acquainted with the value of the work he has been able to do. But he has also other very important duties to perform at the moment; he is closely concerned with problems relating to the coal-mining industry. I believe, too, that some of the members of the committee have regular and quite arduous tasks to perform in connexion with other aspects of the training of the soldier. I therefore express the fear, which I have felt for a considerable time, that there is danger of the planning for rehabilitation and the establishment of machinery for the effective placement of men and women in suitable employment being either overlooked or not being given sufficient attention because the men whose responsibility it is to deal with the matter are engaged in other work which is making a full demand upon their time. In order to emphasize my view of the importance of the matter, I bring to the notice of honorable members—if they have not already had an opportunity to study them—a few brief passages from what I regard as a most instructive and authoritative pamphlet entitled "Helping the Incapacitated Soldier", which consists of a report by a committee of the Society of Returned Medical Officers of Queensland. Honorable members will note that it is a society of, first, returned men, and secondly, medical officers; consequently, it is specially well-equipped to express a view in respect of some of these problems as they affect the returned soldier. The foreword to the pamphlet, although in general terms, is worthy of repetition. It reads—

When we as a society considered the question of repatriation it soon became apparent that it was an enormous task and our discussions have ranged from the care of the individual returnee to the re-organization of the whole social structure.

If the number of pensions is to be in the same proportion as after the last war, it is obvious that the problem of providing compensation for disabilities, and medical care and treatment for those in need of it, will be a great and continuing one. It is only just that a full measure of rehabilitation should be available to those discharged from the fighting services and, in the long run, an effective policy of rehabilitation will reduce the country's liability in respect of pensions. The committee of the Society of Returned Medical Officers expresses some interesting opinions. They state—

We believe that the present arrangements for dealing with incapacitated soldiers do not promote their future welfare because—

(*a*) There is an insufficient realization of the part which psychology plays in their disabilities and their treatment.

They have in mind, I think, the fact that, although a man may be able to establish his case for a pension, it may not be in his best interests to give him one, lest he develop a pension complex. If, by occupational therapy, his disability can be overcome, so that he may undertake work that is both pleasurable and profitable, he will be better off than if he were given a financial palliative in the form of a pension. The report continues—

We believe that men should be discharged from the Army as soon as it is evident that they will not again become efficient soldiers.

They believe that the keeping of men in

PRIME MINISTER'S DEPARTMENT. Mr. Carrodus

CABLEGRAM. **SECRET.**

43/21/914

REC:EG.

I.31624.
SC618/A

DATE SENT: 29th July, 1943.
0230

DECYPHER from -

DATE RECD: 30th July, 1943.

Secretary of State
for Dominion Affairs,
L O N D O N .

Circular D.471. Southern Rhodesia 261.

S e c r e t.

My circular telegram April 27 [illegible] D.344, Southern Rhodesia 139. Refugees.

The United States Government have now agreed to the following draft text of the proposed declaration. Begins -

"The Belgian, Czecho-Slovak, Greek, Luxemburg, Netherlands, Norwegian, Polish, Soviet, United Kingdom, United States and Yugo-Slav Governments recognize with gratitude the humanitarian contributions made towards the solution of the refugee problem by those neutral states which accept and preserve those people, fortunate enough to escape across their borders from areas where lives and liberty are in danger, on account of their race, religion or their political beliefs.

They understand that this action often increases the difficulties already caused by the war within these states. These burdens may, of course, be borne under emergency conditions and for limited periods.

It cannot be expected that these countries, some of which are already overcrowded, should maintain these people for an indefinite period. The above-mentioned Governments hereby declare that they will, at the termination of this war, admit to their territories all their nationals who may have been displaced by the war into other countries.

They further declare that it is a part of the settled ~~of their governments~~ policy to ensure such conditions in enemy countries, and countries under enemy occupation as will permit the return thereto of all persons, of whatever nationality, ~~now~~ displaced therefrom and who have sought refuge in other countries, because of persecution on account of their race or their religious or political beliefs."

2. We are now approaching the Soviet Government and propose shortly to seek the adherence of other Allied Governments mentioned.

~ mutilated.

CC PIES to - War Cabinet
Defence.
External Affairs.

31st July, 1943.

DEPARTMENT OF THE INTERIOR
PRIME MINISTER'S DEPARTMENT.



CABLEGRAM.

I. 30922.
S.C. 1124.
Dated - 24th July, 1943.
1548.
Received - 25th July, 1943.

VB:EH.

DECODE FROM :-

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

D.455. Confidential.

Southern Rhodesia. 257.

My telegram of 29th May, D.322 - Southern Rhodesia 180. Refugees.

The following is the text of a telegram sent to member governments of the executive committee of inter-governmental refugee committee :- Begins.

Please pass to the government to which you are accredited the following message from Earl Winterton, chairman of the inter-governmental committee, and request that an early reply be transmitted through you :- Begins.

Among the recommendations submitted by British and United States delegations on the conclusion of the recent Anglo-American conversations on the refugee question at Bermuda, is the proposal that inter-governmental refugee committee should be reorganised on a wider basis so that it could be utilised with the international refugee problem.

For this purpose it is desired to convene a meeting of governments at present represented on the executive committee, and I should accordingly be glad if the United States, Netherlands, Brazil, and Argentine governments would arrange attendance of a representative at a meeting of executives, to be held at the Foreign Office, London at 11 a.m. on 4th August.

2. It is proposed that at the meeting in question the executive committee should give their consideration to general refugee problems, and that in particular they should explore the possibility of increasing the membership of the inter-governmental committee so as to include other governments known to be particularly interested in refugee question.

29 JUL 1943

COPY :- War Cabinet.
Defence.
External Affairs.
Interior.
Army.

43/2/914

27/7/43.

Seen

3/8/1943

3/8/43

DEPARTMENT OF THE INTERIOR

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM. **SECRET.**

43/2/914

I. 24286/389.
S.C. 708.
Dated - 10th June, 1943.
2100.
Received - 11th June, 1943.

TMcE:EH.

DECYPHER FROM :-

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

No. 346. Secret. Southern Rhodesia No. 203. Secret.
My telegram D. No. 209, Southern Rhodesia No. 112.

A further approach was made to the Turkish Government with the suggestion that they should charter the Roumanian liners "Transylvania" and "Bessarabia" lying at Istanbul.

In reply to an approach from the Turkish Government, the Roumania Government agreed in principle, but stated would have to consult Berlin.

2. Negotiations took place also with the Bulgarian Government through the Swiss Government on the subject of selection of Jewish refugees but His Majesty's Ministry at Berne reports that the Bulgarian Government have decided clearly under German pressure to close the Bulgarian-Turkish frontier to all Jews.

3. Meanwhile the German Government have recently let it be known that they might consider allowing departure from certain countries under their control of a number of Jews to Palestine in exchange for internees of their own nationality.

This proposal, which seems to show that German Government are now fully alive to possibilities of blackmail opened up by the Jewish refugee situation, would not be practicable so far as His Majesty's Government in the United Kingdom are concerned because of lack of exchangable internees or prisoners.

Moreover, in spite of the humanitarian interest in the refugee problem it would be open to the objection that it involves negotiation with Hitler and would give preference to the enemy over Allied Nationals.

4. The Bulgarian Government are being informed through the Swiss Government that if they persist in refusing to let Jewish children leave His Majesty's Government in the United Kingdom and United States Government will regard it as a flagrant breach of an undertaking and action will be severely condemned and will not be forgotten now or after the war.

5. The United States representative in Berne has informed the State Department that all Jews have been ordered to leave Sofia and congregate in various designated provincial areas.

Comment was that this had appearance of preparation for removal to Poland.

COPY:- War Cabinet.
Defence.
External Affairs.
Min. & Dept. Interior.

12/6/43.

15/6/43

16/6/43

INTERIOR.

43/2/914

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM. **SECRET.**

TMc:SMcC

I.22596

Decypher from

SC 1059
Dated - 29th May, 1943.
1805.
Rec'd - 31st May, 1943.

Secretary of State for
Dominion Affairs,
LONDON.

D.322. S E C R E T.

11th May, D.282, Southern Rhodesia No. 1180, my telegram Southern Rhodesia No. 155 - refugees.

As announced here on 19th May, His Majesty's Government in the United Kingdom have approved the Bermuda report and recommendations. His Majesty's Ambassador Washington reports that the United States President has also approved, but that no public statement to this effect is likely to be issued for fear that it would lead to pressure for publication. A statement describing the recommendations in general terms was however issued by the State Department on 19th May and it indicated that the United States Government were acting on the

2. We are now examining in consultation with the United States authorities what would be the best procedure for reconstituting I. G. Committee and implementing other recommendations.

Copy War Cabinet.
Defence.
External Affairs.
Interior.
Army.

31st May, 1943.

Bermuda Conference
re Refugees

8/6/43

File
M.
4/6/43.

INTERIOR.

DEPARTMENT OF EXTERNAL AFFAIRS.

43/2/914

...:YG. **CABLEGRAM.** I. 22458.

COPY FROM: SC.979.
DATED: 29th May, 1943.
1420.
RECD.: 30th May, 1943.

EXTERNAL AFFAIRS OFFICER,
LONDON.

B.62 - your telegram. Refugees.

Under-Secretary for Home Department made statement in House 19th May.

1. United States and British Delegations had agreed on a report containing number of practical recommendations. As report involves Military questions it must be kept strictly confidential. Basis for Conference discussions was United States note 26th February containing following main points -

(a) Refugee problem should not be considered as confined to persons of any particular race or faith.

(b) International collaboration should try to provide arrangements for temporary asylums as near as possible to areas where refugees are now to be found.

(c) Plan should be considered for maintenance in neutral countries in Europe of refugees whose removal cannot be arranged.

(d) Possibility of temporary asylums with a view to repatriation after the war in countries other than neutral countries should be explored, together with question of availability of shipping.

(e) Consideration of necessary executive machinery.

2. Both delegations agreed in rejecting any proposal for any negotiations with German Government to release potential refugees.

3. They rejected suggestions that Military prisoners in allied hands should be exchanged against civilians and that food should be sent in to selected groups.

4. Agreed shipping of crucial importance. Win war as quickly as possible was best service for refugees and it would be a grave disadvantage not only to allies but to refugee cause to divert shipping from essential war needs.

5. Great Britain and United States are regularly accepting a continuous flow of refugees for admission to home and colonial territories.

6. Recognised that all those countries which had so generously received and were continuing to receive refugees, deserved some assurance that they would not be expected to shoulder burden indefinitely.

7. Most effective machinery would be an inter Governmental committee constituted on widest basis.

8. General conclusion was that while no hope of a solution commensurate with terrible seriousness of problems other than speedy victory, far more was being done by both countries than was generally appreciated and there were

...../a number

DEPARTMENT OF EXTERNAL AFFAIRS.

CABLEGRAM.

a number of hopeful possibilities for the future which both Governments are now studying with the greatest care.

On same day Mr. Eden stated in House that War Cabinet had approved Bermuda report.

(1) He gave neutrals an assurance that United Kingdom Government were ready to take their part in sharing burden after the war. United Kingdom prepared to make very considerable contributions as they had already done, including financial help to other countries.

(2) Inter Governmental Committee should have wider basis than Evian Committee and as a good staff as could be provided, paid for by Government.

.....STIRLING.

COPIES - FULL CABINET.
DEFENCE.
INTERIOR.
E.A.

31/5/43.

DEPARTMENT OF THE INTERIOR.

No.

Governments. It was estimated that the annual expenditure of the Committee would not amount to more than $50,000 and of this, Australia's share would be in the vicinity of £400. The inter-Governmental Committee ceased to function after the outbreak of war in 1939.

7. Owing to the Shipping position it will not be possible to transport migrants to Australia, but no doubt the Commonwealth Government will be invited to participate in the revived inter-Governmental Committee and to contribute towards the cost of the maintenance and transport of refugees.

8. Submitted for information.

J. Hagan.
18. 5. 1943.

Seen
JMC
22/5/43

File
25/5/43.

DEPARTMENT OF THE INTERIOR.

No.

(c) there should, therefore, be separate plans for the maintenance in neutral countries in Europe of those refugees for whose ~~maintenance~~ removal provision may not be made. Their maintenance may involve giving assurances for their support until they can be repatriated, which support will necessarily come from the United Nations augmented by funds from private sources;

(d) possibility of temporary asylum with a view to eventual repatriation in countries other than neutral and their dependencies should be explored together with the question of the availability of shipping;

(e) examination of precise method of organising concerted action and providing the necessary executive machinery.

4. The informal conference was held at Bermuda and a summary of the joint report of the discussions has been received. The report suggests that if the war effort is not to be impeded the only hope of transport to overseas destinations is neutral shipping. Detailed arrangements should be left to the ~~Eiran~~ Evian inter-governmental Committee, to which it was recommended that the refugee problem should be entrusted, but, pending revision of the Committee's mandate, it was suggested that the United States of America and United Kingdom Governments should in consultation investigate the possibility of securing neutral ships.

5. It was recommended that the scope of the ~~Eiran~~ Evian inter-governmental Committee should be broadened so as to permit of its efficient and energetic operation and specific measures on the following lines were proposed:

(a) The Committee's mandate should be revised so as to empower it to negotiate with neutral or allied States;

(b) Membership of the Committee should be broadened, specifically to include U.S.S.R., Poland, Greece and Jugo Slavia;

(c) Member states should be urged to make material contributions, preferably pro-rata, but if this is impracticable voluntary contributions from member Governments would be a reasonable alternative;

(d) A considerable increase in the staff of the Executive Committee will be necessary and the creation within the Executive Committee of a management Committee of a salaried Chairman, Director and Secretary is recommended.

6. The Evian inter-governmental Committee was set up in London to continue and develop the work of the Evian Conference. The Conference came into being as a result of appeals made by the United States Government in regard to the provision of facilities to enable political refugees from Austria and Germany, i.e. persons who desired to emigrate because of the treatment to which they were subjected on account of their political opinions, religious beliefs or racial origin, to emigrate. Thirty-two countries were represented at the Conference which was held at Evian in July 1938. It was decided that Governments should not assume any obligations for the financing of the migration of refugees, but that the expenses of the inter-governmental Committee should be apportioned among participating

/Governments ....

DEPARTMENT OF THE INTERIOR.

KK

MEMORANDUM: No.

BERMUDA CONFERENCE RELATING TO REFUGEE PROBLEMS.

In view of the increasing gravity of the refugee problem in Europe arising from the flood of refugees from German occupied territory crowding into neutral countries, the United Kingdom Government suggested to the United States Government the holding of a private conference of Allied representatives with a view to reaching an understanding for a co-operative effort which would pave the way for an approach to other Governments to ascertain what they would be prepared to contribute towards the solution of the problem.

2. The United Kingdom Government pointed out that -

(a) it was impossible to make merely negative response to a growing international problem disturbing the public conscience and involving the rescue of people threatened by Germany's extermination policy;

(b) the absorptive capacity of accessible neutral countries in Europe seemed to be approaching its limit and Allied Governments could not very well go on exhorting those countries not to turn any refugee back without offering co-operation in accommodating a proportion of them;

(c) the United Kingdom and Colonial contribution to the refugee problem had already been very considerable. Great Britain with stringency of food and housing accommodation under war conditions was accommodating nearly 100,000 refugees (not including Allied Forces or merchant seamen), and the colonies were straining their resources in housing many scores of thousands of refugees, in addition to civilian internees, evacuees and prisoners of war. While it was unlikely that any but a very limited number could in future be accepted into the United Kingdom the Government were prepared to consider further effort;

(d) although the United States had received many thousands of refugees the number admitted was well within the limits of its immigration quota and the United States had a vital advantage over the United Kingdom in that in the latter country all additional persons received require not only ships to transport them but start new shipping demands for their maintenance;

(e) the refugee problem was not wholly Jewish and there were so many non-Jewish refugees and so much acute suffering among non-Jews in Allied countries that Allied criticism would probably result if any marked preference were shown in removing Jews from territories in, or threatened by enemy occupation. There was also distinct danger of stimulating anti-Semitism in areas where an excessive number of foreign Jews were introduced.

3. The United States Government agreed that concerted action was necessary and arrangements were made for preliminary exploration on the following lines:-

(a) Problem should not be considered as being confined to persons of any particular race or faith;

(b) in view of transportation difficulties arrangements ~~permit~~ should be made, as far as possible, for temporary asylum for refugees as near as possible to areas in which those people find themselves now and from which they may eventually be returned home most expeditiously;

DEPT. OF THE INTERIOR.

PRIME MINISTER'S DEPARTMENT.

SECRET

PC/TH

CABLEGRAM.

9798/843/827/838
SC. 271
SENT 11th May, 1943.
2205
RECD. 12th May, 1943.

DECYPHER FROM-
The Secretary of State
for Dominion Affairs,
L O N D O N.

D.282. Rhodesia No. 155. My telegram 29th April, D.251, Southern Rhodesia No. 145, refugees. Following is a summary of the joint report of Bermuda discussions. Begins:

2. Scope of the Problem. In the course of defining this, the Delegations first considered proposals by certain Jewish and other interested organisations that -

(1) An approach be made to Hitler to release Jews in Germany and German-occupied countries.

(2) Such Jews should be released in exchange for German internees or prisoners of war held by the United Nations.

(3) The United Nations should send food through the blockade to feed the Jews in Europe.

It was felt that there were objections both of policy and of a practical nature against each of these, although (1) might be borne in mind in case conditions alter later when it will be for the Executive Committee of the Inter-Governmental Committee to consider the best action.

3. Shipping. If the war effort is not to be impeded, the only hope of transport to overseas destinations is neutral shipping. Detailed arrangements should be left to the Inter-Governmental Committee but pending revision of the Committee's mandate, suggested that the United States and United Kingdom Governments should, in consultation, investigate the possibility of securing neutral ships.

4. Categories of Refugees.

(a) Poles in Persia. 40,000 civilians reached Persia early in 1942. 10,000 of these have been received in British East Africa. Movement of another 11,000 to British East Africa will be resumed when the food situation there improves. India is taking 5,000 adults and 1,000 children and is willing to take 5,000 more adults. Palestine is taking 1,700 children who are Jews. Mexico has offered an asylum for some of the remaining Poles in Persia but the offer has so far remained without result owing to lack of shipping. Southern Rhodesia is taking the same. The Union of South Africa has agreed to the transfer of a substantial number of Italian prisoners of war from East Africa who will leave room for refugees, subject to the food situation, possibly to the number of 15,000. The United States is also willing to receive prisoners of war but shipping is lacking.

14/5/43

(b) Greeks in Middle East. 16,000 Greeks reported to have left Greece after the German occupation. These now distributed - Cyprus 4,600, Belgian Congo 3,000, Syria 2,000,

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM. 843/827/838

Palestine 200, camps in Egypt 5,000 of whom Abyssinia has agreed to take 1,000. Some of these in Cyprus should be moved in order to free space for further arrivals and the United Kingdom Delegation agreed to recommend the United States suggestion that they be moved to Cyrenaica.

(c) Spain. The problem here is of special urgency since, if Spain cannot be relieved of the present refugees, frontiers may be closed to further admissions.

(i) 14,000 French. North Africa provides a destination and the problem is to obtain permission to leave Spain. Continuance of action by United States and United Kingdom Governments to secure this was recommended. In so far as these efforts may not succeed these refugees would be eventual problem for the Inter-Governmental Committee.

(ii) 800 Allied Nationals accepted for service in their armed forces, mostly Poles. These will be taken to United Kingdom and North Africa as soon as permitted to leave Spain. Recommendation as at (i).

(iii) 6,000 to 8,000 mainly Jews from Central Europe. Up to 2,000 reached Spain before 1942 and lacked visas to go further. The rest mainly young men who crossed the Spanish frontier since the complete German occupation of France. Following measures recommended not mutually exclusive.

(a) Admission of part into United States subject to statutory and security requirements.

(b) Admission to Palestine.

(c) Temporary admission to North Africa subject to military considerations.

(d) Admission of limited group to Jamaica.

(e) Further limited admissions to the United Kingdom where temporary detention on security grounds probably necessary.

(f) Approaches to the Portuguese Government for the use of Angola and to countries of the American continent.

(d) Eastern Europe. United Kingdom Government have completed arrangements for immediate admission to Palestine of 4,000 children and 500 adults from Bulgaria, subject to transport. The United States Government have agreed to share the cost of chartering shipping. Palestine prepared to admit by end of June, 1943, a further 12,500 Jews of whom some 85 per cent children from enemy or enemy-occupied territory.

(e) French Children. Measures which would have resulted in the rescue of several thousand children were interrupted by German occupation of the whole of France. Recommended that efforts be continued

for children through intermediary of neutral Governments and Inter-Governmental Committee.

(f) Neutral Countries. Joint assurance recommended as in my telegram 27th April, D.244 Southern Rhodesia No. 139, and also provision of food and finance.

(g) Spanish Refugees in (i) France (ii) French North Africa. No action possible as to (i). As (ii) is being investigated locally no action by delegations necessary.

5. Action Already Taken by Countries of Refuge.

(a) United States of America. Since 1933 United States has issued 547,000 visas to nationals of countries now under Nazi domination. 195,000 immigrants from Europe since 1938. Except for war-time security procedure, no special restrictions imposed on immigration into the United States since the outbreak of the war in Europe. United States is prepared to accept all qualified aliens including refugees up to limits of quotas subject to necessary security measures in each individual case.

(b) United Kingdom. 1933-1939. 55,000 German or Austrian refugees accompanied by unknown number of children; 13,000 children from Greater Germany unaccompanied by parents and 10,000 Czechoslovaks were admitted. Some of this 78,000 have moved on. In three years since May, 1940, the United Kingdom has admitted 63,000* foreign refugees mainly from the continent, 33,000 British refugees from the Channel Islands and 14,000 from Gibraltar. Present rate of refugee immigration to United Kingdom 10,000 a year. Owing to difficulties of transport, accommodation and food and presence of large number of foreign troops, visas are only granted when in the National interest, which covers persons volunteering for Allied Forces and their wives and children. In addition, the United Kingdom is prepared, in association with other countries, to assume a further responsibility for temporary refuge for a limited number of other persons.

(c) Palestine. 1st April, 1939, to date. 41,000 permanent Jewish immigrants admitted and 4,000 temporary refugees from Central Europe, of whom 40 per cent Jews. Under 'White Paper' quotas up to the end of March, 1944, 34,000 more Jewish permanent immigrants permissible (see paragraph 4(d) above).

(d)

(i) Caribbean Area. Considered but ruled out as unsuitable on practical grounds.

(ii) Mauritius. 1,600 Jewish refugees temporarily accommodated but present acute food situation precludes reception of more.

PRIME MINISTER'S DEPARTMENT.

4. I.19798/843/827/838

CABLEGRAM.

(e) Madagascar. Approach should be made to the French National Committee to admit refugees.

(f) Other Countries. Agreed that possibilities of reception in other British countries and in Latin America were beyond scope of discussions and would be matter for Inter-Governmental Committee, but noted that experiment of refugee settlement in Santo Domingo had not fulfilled expectations.

6. Inter-Governmental Machinery. See my telegram 29th April under reference.

Summary Ends.

Hoped in agreement with the United States Government to make public statement in general terms next week but the report and recommendations will remain secret.

Copy - War Cabinet
Defence
External Affairs
Interior
Army

13. 5. 43.

* mutilated

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM. **SECRET.**

I.18311.
I.18352.

YG/ML SC. 583B.

DECYPHER FROM

Dated 29th April, 1943.
11.- p.m.

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
L O N D O N.

Received 30th April, 1943.

D. No. 251.

S E C R E T.

Southern Rhodesia No. 145. My telegram 27th April, D. No. 244, Southern Rhodesia No. 193.

Refugees.

1. There seems reasonable prospect of the United States agreeing to the reception of some refugees in North Africa.

2. Delegations at Bermuda have agreed on joint recommendation on inter Governmental machinery.

Summary Begins.

The refugee problem should be entrusted to the Evian inter-Governmental Committee. Necessity is seen for negotiations with Allied and neutral but not enemy Governments. Primary interest of the Committee should be countries and peoples from which refugees come as a result of war in Europe or in which they may find refuge. Present mandate is unsuited to press emergency since it restricts the Committee's work to refugees from Germany, Austria, and Sudetenland and stipulates that maintenance and transport of refugees are not to be at the expense of member Governments. It is a further disability that membership does not include some of United Nations and neutrals whose assistance is of particular value. It is of utmost importance that the scope of Committee be broadened so as to permit its efficient and energetic operation.

The following four specific measures are proposed for consideration by executive Committee of inter-Governmental Committee --

(a) Mandate should be revised so as to empower executive committee to negotiate with neutral or Allied states or organisations to preserve maintain and transport refugees from all countries from which they come as result of the war in Europe or in which they may find refuge and to receive and disburse for above purposes funds both public and private.

(b) Membership of inter-Governmental Committee should be broadened and specifically U.S.S.R., Poland, Greece and Yugoslavia and possibly other countries should be invited. Assumed that France' place on executive committee must be considered vacant for the present but the interests of French citizens will be protected by the Committee with utmost care and hope that France may soon be able to take her place on Committee will be borne in mind.

Dept. of Interior

The Secretary,
Dept. of the Interior.

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM.

I.18352.
I.18311.

(c) Adequate funds should be provided. Member states should be urged to make material contributions preferably pro rata on Geneva basis but if this impracticable, voluntry contributions from member Governments would be reasonable alternative. Assumed in addition that considerable funds will be available from private sources.

(d) Considerable increase in the staff of Executive Committee will be essential. Specific recommendation is made for creation within executive committee of a management committee of a salaried chairman director and secretary.

Recommendation ends by stressing urgency of problem and proposing that Governments take immediate steps to implement recommendation. Summary Ends.

3. Communique is being issued in Bermuda at close of discussions but full report containing recommendations will be confidential.

Copy War Cabinet
Defence
External Affairs.

1st May, 1943.

5/5/43

The Argus. 1/5/43.

5 MAY 1943

EFFORTS TO HELP REFUGEES

Bermuda Conference

HAMILTON (Bermuda), Friday, AAP

The Anglo-American Refugee Conference ended officially at noon yesterday with the announcement that an agreement had been signed making joint recommendations designed to relieve a substantial number of refugees of all races and nationalities.

A conference communique said that since the recommendations necessarily concerned Governments other than those represented, and involved military considerations they must remain confidential.

American Associated Press Hamilton correspondent says it is understood that the report includes first a statement on the impossibility of large-scale evacuation of Jews and other oppressed peoples from occupied Europe because of the transportation problem and the difficulty in negotiating with the enemy; second, a recommendation to relocate temporarily in Africa 80,000 refugees now in neutral countries; third, provisions for feeding and caring for refugees in neutral countries through an inter-governmental committee, possibly including Spain and Portugal.

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

27th September last, a conference of Commonwealth and State Ministers was held to discuss the subject of drought relief, and the problem received further consideration at two subsequent conferences of representatives of the Commonwealth and the States. At the request of the Commonwealth the State governments prepared and presented outlines of the proposals which it desired should operate in the respective States. Those proposals were considered by the Commonwealth to be reasonable and sound, and a drought relief plan acceptable to the Commonwealth Government and the governments of the States was agreed upon.

The main points of the plan included the provision of finance for drought relief purposes, and the assurance that any moneys so provided would be used in the best interests of drought-stricken farmers. The amounts totalling £2,770,000 required by the individual States concerned to put their proposals into effect are shown in clause 3 (2) of the bill. Of this sum the Commonwealth has already made £950,000 available to enable the States to meet cases of immediate urgency.

With the approval of the Loan Council, the Government decided that the necessary money should be raised through a Commonwealth loan, and that the Commonwealth should then make the sum of £2,770,000 available to the States by way of loans to be repaid on an instalment basis over a period not exceeding seven years. Interest would be payable by the States on moneys so loaned to them by the Commonwealth at the rate payable by the Commonwealth on moneys borrowed for this purpose. The bill embodies an arrangement by which the Commonwealth will meet portion of the interest which would normally be due by the States on the principal of the moneys loaned to them. This interest contribution, the administrative costs of raising the Commonwealth loan, and a straight-out grant to drought-affected wheat-growers, which is the subject of a further bill, may be regarded as the Commonwealth Government's contribution to the cause of drought relief in Australia. Honorable senators will notice that the States are being allowed a period of four years in which to make their first repayments of principal. In fairness to the States they must be given an opportunity to recover some of the moneys which they in turn will loan to the drought-stricken farmers. It will be appreciated that when a farmer has suffered a year of severe drought, it will be at least three or four years before he is in the position to repay money advanced to him during or following the drought to enable him to carry on. The bill also provides for the appropriation from the Consolidated Revenue Fund of moneys necessary to meet the Commonwealth's contribution to the States by way of interest payments to which I have previously referred.

Senator ABBOTT (New South Wales) [10.25].—This measure involves an important principle to which our attention should be given. I commend the Government for its action in introducing the bill, and I am sure that every member of the farming community will welcome it. This afternoon reference was made by an honorable senator to the cost of various royal commissions, and I take this opportunity to remind the Government of the existence of two reports by royal commissions which have been completely overlooked. When discussing legislation passed through this chamber, the Minister for Supply and Development (Senator McBride) referred to constitutional limitations, and for that reason, I think it is opportune that I should remind him that it is time that the Government gave some attention to the findings of the Royal Commission on Constitutional Reform. I make that suggestion in all sincerity, because I am confident that the time will come when by war exigencies we shall be forced to exercise the greatest possible economy in Commonwealth and State spheres. I am sure that Senator Darcey will agree with my remarks about the other royal commission to which I shall refer. A great deal has been said in this chamber from time to time concerning the royal commission on monetary and banking systems. The action which the Goverment is now taking could have been taken by implementing portion of that commission's report. I refer to the recommendation for the establishment of a long-term mortgage department of the Commonwealth Bank. Such a department would be one of the greatest benefits to the farming people. Instead of this money being loaned to the States, and the grants to individual farmers becoming, as it always does, a matter of political patronage, the farmers could go to the Commonwealth Bank and obtain a long-term mortgage to meet expenses caused by the present disastrous drought. I know of farmers in my own

PRIME MINISTER'S DEPARTMENT. Mr. Carrodus

CABLEGRAM. SECRET.

F.4 MAY 1943

I.18311.
I.18352.

YG/ML

SC. 683B.

DECYPHER FROM

Dated 29th April, 1943.
11.- p.m.

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
L O N D O N.

Received 30th April, 1943.

D. No. 251.

S E C R E T.

Southern Rhodesia No. 145. My telegram 27th April, D. No. 244, Southern Rhodesia No. 193. (35?

Refugees.

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Summary Begins.

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The following four specific measures are proposed for consideration by executive Committee of inter-Governmental Committee --

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(b) Membership of inter-Governmental Committee should be broadened and specifically U.S.S.R., Poland, Greece and Yugoslavia and possibly other countries should be invited. Assumed that France's place on executive committee must be considered vacant for the present but the interests of French citizens will be protected by the Committee with utmost care and hope that France may soon be able to take her place on Committee will be borne in mind.

3/5/43

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM.

I.18352.
I.18311.

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Recommendation ends by stressing urgency of problem and proposing that Governments take immediate steps to implement recommendation. Summary Ends.

3. Communique is being issued in Bermuda at close of discussions but full report containing recommendations will be confidential.

Copy War Cabinet
Defence
External Affairs.

1st May, 1943:

PRIME MINISTER'S DEPARTMENT.

Mr. Carrodus.

CABLEGRAM. **SECRET.**

30 APR 1943

YG:NO'N

I.17930
SC291B
Dated 27th April, 1943
2190
Recd. 28th April, 1943

DECYPHER FROM:

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
L O N D O N.

D No. 244. Southern Rhodesia No. 139.

Secret.

My telegram 8th April D No. 212, Southern Rhodesis No. 117.

Refugees. Bermuda discussions are likely to end this week. Possibilities of accommodation in North Africa are being explored. Meanwhile, so far as can at present be foreseen, there is likely to be agreement between delegations to recommend:-

(1) Joint declaration by Governments mentioned in declaration of 17th December, 1942 (on German treatment of Jews) to effect that at end of war they will -

(a) Admit to their territories all their nationals who have been displaced by war to other countries;

(b) Endeavour to ensure such conditions in territories disturbed by war as will enable all such persons of whatever nationality to return to their homes;

(2) Provision of Inter-Governmental machinery for handling refugee problems probably by reviving and reconsituting Evian Committee with revised mandate.

COPY TO WAR CABINET
EXTERNAL AFFAIRS
DEFENCE

29th April, 1943

PRIME MINISTER'S DEPARTMENT

CABLEGRAM.

SECRET.

43/2/914

TMc:SMcC

I.15330

DECYPHER FROM

SC 568
DATED: 8th April, 1943.
2230.
RECD.: 9th April, 1943.

SECRETARY OF STATE
FOR DOMINION AFFAIRS,
L O N D O N.

D. 209. SECRET.

Southern Rhodesia No. 112 - SECRET.

My telegram 1st April D.187 and Southern Rhodesia No. 107. Refugees.

The Turkish Government have refused a request by the United States Government and His Majesty's Government in the United Kingdom to accommodate Bulgarian Jews. They maintain that shortage of transport, labour and building materials makes it impossible to look after refugees adequately even if additional food is provided by Americans and ourselves.

Copy WAR CABINET.
External Affairs.
Defence.
9.4.43.

Ri. 20/5/43

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM. **SECRET.**

I.15342

YG:SM.

DECYPHER FROM

SC 573.
DATED: 8th April, 1943.
2230.
RECD.: 9th April, 1943.

THE SECRETARY OF STATE
FOR DOMINION AFFAIRS,
L O N D O N.

D. 212. Southern Rhodesia No. 117.

CONFIDENTIAL.

My telegram 23rd March, D.175.

Refugees.

The United Kingdon delegates to the Bermuda informal discussions will be - Mr. Law, Mr. Peake and Mr. Hall respectively, Parliamentary Under Secretaries Foreign Office, Home Office and Financial Secretary of Admiralty accompanied by officials of the Colonial Office and the Foreign Office.

2. It is understood that the American delegates will probably be - Justice Owen Roberts, Senator Lucas, Congressman Sol Bloom.

3. The agenda has been agreed with the United States Government on the lines described in my telegrams D.125, 131 and 168.

4. The chief aim of the United Kingdom delegation may be summarised as an attempt to secure United States agreement to

(A) use of North African territory for allied and stateless refugees,

(B) an International Conference on refugees,

(C) a joint declaration (designed mainly for the benefit of neutral countries now harbouring large numbers of refugees) which should be the first step towards a United Nations' guarantee that the United Nations will regard this problem as their responsibility at the end of the war.

COPY WAR CABINET.
External Affairs.
Defence.
9.4.43.

Answer to [illegible] recent cablegram on Refugees

PRIME MINISTER'S DEPARTMENT. 43/7/914

CABLEGRAM. **SECRET.**

TMc/BMO

I. 14251.

DECYPHER FROM-

SC.479
Dated 1st April, 1943.
1800
Received 2nd April, 1943.

SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

D. No. 187.

Southern Rhodesia No. 107, my telegram D. No. 175 Southern Rhodesia No. 92 and previous correspondence.

Refugees.

30,000 Bulgarian Jews are reported to be in danger of being deported to Poland where they will almost certainly perish. United States Government and His Majesty's Government in United Kingdom are making representations to Bulgarian Government through Swiss Government against allowing deportations to proceed.

At the same time they are approaching Turkish Government with request to provide accommodation for these Jews during War. United States Government and His Majesty's Government in United Kingdom are prepared to bear all expenses to provide any necessary additional food supplies and to give assurance that refugees will be repatriated after the War.

Copy to War Cabinet.
External Affairs.
Defence.

2/4/43.

MAP
3/4/43

Mr. Carrodus

PRIME MINISTER'S DEPARTMENT.

CONFIDENTIAL

KGQ. **CABLEGRAM.** T. 13531
SC. 564

DEPARTMENT OF THE INTERIOR No. 43/2/914

DECYPHER FROM :
SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

Dated 26th March, 1943.
0007
Received 27th March, 1943.

D.175.

Confidential. (Southern Rhodesia No. 92).

My telegram D.168 (Southern Rhodesia No. 89).

REFUGEES. In reply to motion in the House of Lords on 23rd March, Lord Cranborne stated inter alia that the United Kingdom and United States Governments had now agreed that conversations should take place in the immediate future giving main points of agenda and adding that place of meeting and names of representatives would be announced shortly.

2. We were grateful for figures as to refugees or other displaced persons already in the Dominions but in the event it was not necessary to use them.

3. Proposal is that conversations should take place in Bermuda but this is being kept confidential at present.

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30 MAR 1943

War Cabinet
Defence
External Affairs

29/3/43

27/3/43

ESTIMATES OF EXPENDITURE FOR THE YEAR ENDING

DEPARTMENT OF WORKS AND RAILWAYS.

Reference Number.

Particulars of Items.

Amount.

Explanations.

The Sydney Morning Herald

29-3-43.

TALKS AT BERMUDA ON REFUGEES

LONDON, March 28 (Official Wireless).—The Governments of U.S.A. and Britain have agreed to hold at Bermuda the forthcoming meeting on the refugee problem.

The date of the meeting and the names of representatives will be announced shortly.

Both Governments have made clear their view that problems caused by the German persecutions are too great to be envisaged any longer either by a single country or a private charitable organisation.

They therefore propose to seek agreement between themselves on the main issues, as a preliminary to a general conference of all the United Nations, which is likely to be held later, to decide what action can be taken.

THE INFORMATION ON THIS PAGE MAY OR MAY NOT BE RELEVANT TO THE FILE.

ESTIMATES OF EXPENDITURE FOR THE YEAR ENDING .....

DEPARTMENT OF WORKS AND RAILWAYS.

C.11156.

Reference Number.	Particulars of Items.	Amount.	Explanations.

PRIME MINISTER'S DEPARTMENT.

Mr. Carrodus

SECRET

DEPARTMENT OF THE INTERIOR No. 43/7/914

CABLEGRAM.

NHW/NR. I. 13015.

SC 94.
DATED: 22nd March, 1943.
1445.
DECYPHER FROM :- RECVD: 23rd March, 1943.

Secretary of State
For Dominion Affairs,
LONDON.

Circular D. 168.

Southern Rhodesia 131.

Refugees.

The State Department have replied as follows :-

"It is noted that the British Government suggests that the Agenda of preliminary discussions include an 'examination of the precise method of organizing concerted action and providing necessary executive machinery'.

While adhering to its proposal that the Executive Committee of Inter-Governmental Committee on refugees be used as the instrumentality through which any steps found to be feasible may be taken, this Government is not averse to the inclusion for discussion at the Conference of this additional and related topic as desired by the British Government.

It appears that the British Government has suggested the inclusion of the additional topic of discussion mentioned above because of some doubt regarding the suitability of the Executive Committee of the Inter-Governmental Committee on refugees in its present form as an agency for the purpose under consideration.

This Government desires to point out however, that while the Executive Committee as stated in the British Embassy's note under reply is composed of representatives of but six powers, the Committee itself represents over thirty Nations of the world. This Government therefore, questions the necessity or desirability of attempting to create a new agency or instrumentality for the purpose under consideration".

The United States Government also agrees to the proposal in paragraph 2 of my telegram under reference.

COPY TO -

24 MAR 1943

War Cabinet
Defence
E. A.

23/3/43.

pp 23/3

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM.

SECRET.

43/2/914

Mr. Carnduff

PW:EG.

I.10591.
SC 960.

DATE SENT: 6th March, 1943.
1200
DATE RECD: 7th March, 1943.
9 - MAR 1943

DECYPHER from -

The Secretary of State
for Dominion Affairs,
L O N D O N.

D. No. 131 - and Southern Rhodesia No. 75.

My telegram D.125 of 4th March. American co-operation in refugee problem. Instructions have now been sent to His Majesty's Ambassador in Washington to reply to State Department on following lines.

1. His Majesty's Government in the United Kingdom welcome suggestion of United States Government for preliminary informal discussion between United States and United Kingdom representatives. They further agree that basis of disoussion shall be as described under headings (1) to (4) in paragraph 2 of my telegram D.125 but would like to add a fifth provision namely to examine precise method of organising concerted action and providing necessary executive machinery. It appears to the United Kingdom Government, doubtful whether Executive Committee of Inter-Governmental Committee on Refugees would be suitable for this purpose under existing conditions and in its present form. It will be recollected that it consists of representatives of the United Kingdom, United States of America, Netherlands, France, Argentine and Brazil with Lord Winterton as Chairman.

2. As regards the provision under heading (4) in paragraph 2 of my telegram D.125, His Majesty's Government in the United Kingdom suggest including with shipping consideration of availability of food and accommodation.

COPIES TO: War Cabinet
Defence
E.A.

7th March, 1943.

Seen.

15/3/1943.

12/3/1943

15/3/43

PRIME MINISTER'S DEPARTMENT Mr. Carrodus

CABLEGRAM. **SECRET.**

JT/TH

I.10334
SC.697
SENT 4th March, 1943. 43/2/914
1525
RECD. 5th March, 1943.

DECYPHER FROM-
The Secretary of State
for Dominion Affairs,
L O N D O N.

D.125. Southern Rhodesia No. 72.

1. My telegram D.26 of 15th January. In reply to our approach regarding the refugee problem, the United States State Department have set forth at length the measures of assistance they have already given, including issue of half a million visas between 1933 and June, 1942, to nationals of countries now dominated by Axis. They, therefore, consider that they are making every endeavour in so far as they can do so under their immigration legislation.

2. They agree, however, that concerted action is necessary and propose that efforts to solve the problem can best be undertaken through the Executive Committee of the Inter-governmental Committee on refugees. They suggest that the preliminary exploration might be made informally by United States and United Kingdom representatives along following lines:

(1) Problem should not be considered as being confined to persons of any particular race or faith.

(2) In view of transportation difficulties arrangements should be made as far as possible for temporary asylum for refugees as near as possible to areas in which those people find themselves now and from which they may eventually be returned home most expeditiously.

(3) There should accordingly be considered plans for the maintenance in neutral countries in Europe of those refugees for whose removal provision may not be made. Their maintenance in neutral countries may involve the giving of assurances for their support until they can be repatriated, which support will necessarily come from the United Nations augmented by funds from private sources. It may also involve the giving of assurances in all possible cases by their Governments in exile for their prompt return to their native countries upon the termination of hostilities.

(4) Possibility for temporary asylum with a view to eventual repatriation in countries other than neutral and their dependencies should be explored together with question of availability of shipping.

Copy - War Cabinet
Defence
E.A.

5. 3. 43

6/3/43

PRIME MINISTER'S DEPARTMENT.

Mr. Carrodus

CABLEGRAM. SECRET.

JW/EMc.

I.2931
SC 175
Dated - 19th Jan. 1943.
1207
Recd. - 20th Jan. 1943.

DECYPHER FROM:

SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

Circular D.31. Confidential.

Southern Rhodesia 22.

My Circular D.26, Southern Rhodesia 17, Refugees.

Reply to Parliamentary question here on 19th January will be given to the effect that the United Kingdom Government are now having confidential consultations with the other Governments most immediately concerned with a view to seeing what further measures can be taken to assist those who reached countries beyond Germany's control. Reply will add that the United Kingdom/ Govt. share in meeting this need has already been very substantial but that they are themselves working out certain practical proposals as a further contribution to this concerted effort by the United Nations.

Copy - War Cabinet
Defence
E.A.
20/1/43.

The Secretary.
To see please.
23/1/43

22/1/43

20.1.43

PRIME MINISTER'S DEPARTMENT.

CABLEGRAM.

SECRET.

JW/JT

DECYPHER FROM -
SECRETARY OF STATE
FOR DOMINION AFFAIRS,
LONDON.

I.2497
SC 908
DATED 15th January, 1943.
0100
RECEIVED 17th January, 1943.

CIRCULAR D.26.

Southern Rhodesia 17.

Following is the substance of a telegram which has recently been addressed to His Majesty's Ambassador at Washington on the subject of United States co-operation in the refugee problem:

1. It appears impossible to meet the refugee situation now developing in Europe without a systematic consideration of alternative destinations, either immediately or eventually, for the many thousands of persons now crowding into neutral countries. We are impressed with the necessity for consultation and joint effort in dealing with this aspect of the problem. Three considerations emphasise this:

(1) The refugee problem is not wholly Jewish and there are so many non-Jewish refugees and so much acute suffering among non-Jews in Allied countries that Allied criticism would probably result if any marked preference were shown in removing Jews from territories in or threatened by enemy occupation; there is also the distinct danger of stimulating anti-semitism in areas where an excessive number of foreign Jews are introduced.

(2) It would raise false hopes to announce alternative destinations in excess of shipping probabilities.

(3) There is the possibility that Germans or their satellites may change over from the policy of extermination to one of extrusion, and aim, as they did before the war, at embarrassing other countries by flooding them with alien immigrants.

2. While, however, giving full weight to these considerations, we find it impossible to make a merely negative response to a growing international problem disturbing the public conscience, involving the rescue of people threatened by Germany's extermination policy. It is physically impossible, on the score of shipping limitations alone, for this country or even for the United Nations as a whole to contemplate meeting in full what may prove to be an unlimited demand; a greater part of the refugees who leave German occupied Europe will have to continue to be received in neutral countries, whom we should endeavour to encourage not only by material help but by assurances (which the Swiss Government has in fact requested) that the refugee problem will be brought within the United Nations re-habilitation plan at the end of the war. The absorptive capacity of accessible neutral countries in Europe seems, however, to be approaching its limit and Allied Governments cannot very well go on exhorting those countries not to turn any refugees back without offering co-operation in accommodating a proportion of them.

/3.

CABLEGRAM.

3. It would be appreciated that the United Kingdom and Colonial contributions to the refugee problem have been considerable. Great Britain, with stringency of food and housing under war conditions, is accommodating nearly 100,000 refugees (not including Allied forces or merchant seamen), while the Colonies are straining their resources of food, labour and accommodation in housing many scores of thousands of refugees in addition to civilian internees, British and Allied evacuees and prisoners of war; East Africa alone has taken in more than two and a half times its white population. Despite substantial contributions already made by Palestine and considerable difficulties of food, labour and accommodation which exist there, we have within the last few weeks offered to take 4,500 children accompanied by 500 women from Bulgaria. Owing to the acute security question in Palestine we are not prepared, except possibly in individual cases to accept male adults from enemy or enemy occupied countries but we shall continue to do everything possible to facilitate the admission of children within the limits imposed by the 1939 White Paper.

4. We are well aware of the generous reception accorded, though (it may be noted) well within the limits of the immigration quotas, to the many thousands of refugees by the United States and of the action taken by them in finding other outlets, in particular San Domingo. We also appreciate that the United States, although obviously physically more remote from war and with less strain at present on food and housing, shares our preoccupations in regard to security, and in addition has legislative difficulty in regard to any immigration which goes beyond the quota. As however the United States offer to take large numbers of refugee children from France has shown that these difficulties can be overcome and if as has been reported to us, the United States Government is prepared to admit refugee mothers accompanying their children, and speed up its immigration procedure for all bona fide refugees who apply to United States Consuls in Europe, then it would appear that the United States Government would be prepared as part of an international effort, to make an immediate offer of homes for a proportion of adult refugees now reaching neutral countries. It would be fair to expect such an offer to be related to what the United States has done so far and its potentiality in food, housing and general absorptive capacity; a study of quota statistics suggests moreover that there is a wide margin for action without any fresh legislation. It is hoped, therefore, that the United States, appreciating that the time is past for any unilateral action on this problem, will be able to agree to take a defined practical lead in solving it. Reception in the United States has at least one vital advantage over reception in the United Kingdom, consideration that in the latter all additional persons received require not only shipping to transport them here, but start new shipping demands for their maintenance as long as they are here. In spite of this, however, and notwithstanding other obvious difficulties referred to at the beginning of paragraph 3, the United Kingdom Government are prepared to consider the possibility of further effort. They would, as part of a general endeavour by the United Nations to cope with this problem, be prepared to take a further share. In particular, over and above the large part already played by Colonial territories, the United Kingdom Government would be prepared to examine the question whether there is any scope - even though it is now bound to be very limited, for further admissions into the Colonies. It is unlikely, for reasons already indicated, that any but a very limited number of refugees could in future be accepted into the United Kingdom.

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5. It is suggested that if understanding could be reached between the United Kingdom Government and the United States Government in regard to such a co-operative offer, the way would be open for approaching other Governments of the United Nations, such as the Dominions, Latin American countries (except Mexico which has made a very considerable offer of assistance in regard to Poles from Persia) or even neutrals to ascertain what they would be prepared to contribute towards solution of the most immediate problem. This would have to be done with a minimum publicity over details, and for this reason we would be inclined to deprecate any kind of formal international meeting but some kind of private conference of Allied representatives would appear to be most expeditious and tactful procedure, and if its main result was to elicit full statements of what the various Governments were doing and difficulties in the way of their doing more, this would be useful." Ends.

6. His Majesty's Ambassador has been asked to discuss the question on the foregoing lines with the State Department and to enquire as to the United States views as to the capacity of North Africa to accommodate refugees from Spain and Portugal.

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